

DRAFT

GENDER ASSESSMENT REPORT

USAID/NIGERIA

Presented By:
DevTech Systems, Inc. and World Learning, Inc.
Under EGAT/WID IQC
March 21, 2003

ACRONYMS

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ACKNOWLEDGEMENTS

The Assessment Team would like to thank all those at USAID/Nigeria and in EGAD/WID who made this work possible. The Mission staff, from Senior Management through all SO Teams, to support and logistical support staff were all accessible, helpful, and open to the questions, tests of recommendations, and to the needs of the team. They graciously provided opportunities for field visits with and without Implementing Partners (IPs).

We are especially appreciative of Anne Fleuret's establishment of the parameters in the Scope of Work, and her help in making adjustments and refinements as the work progressed. We would also like to express our thanks to Director Dawn Liberi for supporting an engendered program and portfolio, and the present assessment. Further, we are pleased that the SO3 team and Ms. Liberi supported the idea of adding a fifth member to the team, one who could more adequately represent the situation of women and men in the North and Far North of the country.

Thanks are also due to Shelagh O'Rourke for help, networking and advice within and beyond the boundaries of the new HIV/AIDS and TB Strategic Objective.

The many representatives of Implementing Partners whom we met were very accessible, as were their counterparts and others in Government, the private sector, and among the Nigerian NGO/CSO community. Given the brevity of our visit to Nigeria, and the many demands we placed on them, they are especially deserving of our thanks.

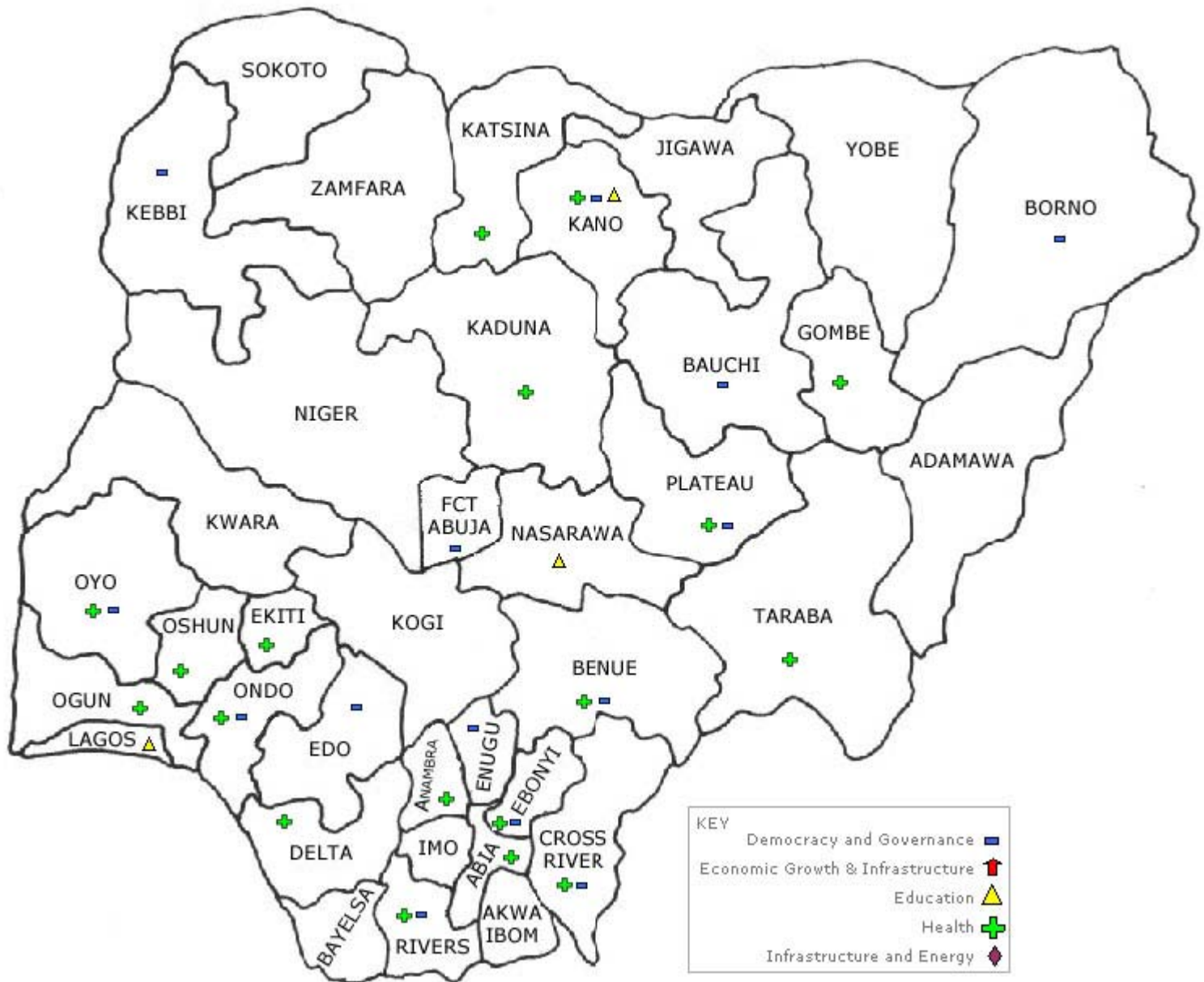
Since this was only the second Task Order under the new WID IQC, little was known among the Contractors about the logistical challenges of working quickly in Nigeria. Therefore, we are particularly in the debt of EGAD/WID for agreeing to provide for logistical support through SMS, Ltd.

Given delays in preparation and presentation of the Draft Assessment Report that were beyond our control, the Team Leader would also like to thank everyone at the Mission—and the other team members and the Contractor—for their respective patience and support.

Finally, but not least, we would like to express our appreciation to the Nigerian women and men who welcomed us to their villages and towns, and answered our questions about their needs and problems; about local, state and federal gender realities and policies; USAID/Nigeria and other donor funded activities, and their understanding of, and attitudes toward, them.

EXECUTIVE SUMMARY

MAP 1 – NIGERIA SHOWING USAID THEMATIC INTERVENTION AREAS



NIGERIA - Geopolitical Regions (Zones) and States, and USAID Interventions

North West	North East	North Central	South West	South East	South South
Kaduna	Adamawa	Abuja FCT	Ekiti	Abia	Akwa Ibom
Kano	Bauchi	Benue	Lagos	Anambra	Bayelsa
Katsina	Borno	Kogi	Ogun	Ebonyi	Cross River
Kebbi	Gombe	Kwara	Ondo	Enugu	Delta
Sokoto	Jigawa	Nassarawa	Oshun	Imo	Edo
Zamfara	Taraba	Niger	Oyo		Rivers
	Yobe	Plateau			

Source: USAID.GOV Website,
Nigeria 2003

I. INTRODUCTION

USAID's policy is to integrate gender into all its programs and activities. This is usually called "gender mainstreaming". It means that relationships between women and men, and the impact that those programs and activities will have on increasing equity in such relationships in all sectors, must be a fundamental part of program and activity design, implementation and evaluation.¹ "Gender is socially constructed for the purpose of allocating power, duties, responsibilities, statuses and roles in any given social milieu or context. It is important to add that gender is neither male specific nor female specific. However there is the often mistaken notion that gender refers to women and women's affairs only. Gender entails the analysis of male and female issues and if properly conceived, refers to male and female concern and needs. It stands for values of equality and equity" (Pogoson, Annex 3).

Nigeria is a particularly challenging instance for gender mainstreaming throughout a substantial USAID portfolio, with both cross-sectoral and sectoral dimensions. A federated polity and a multi-ethnic society, Nigeria is extremely complex and diverse, with a very large, fast growing, young population; a variety of often-competing major ethnic groups generally geographically and geo-politically concentrated; extremes of wealth and poverty, and an economy that has for some years shown negative growth. Governance has been characterized by a series of predatory military regimes each of which has mis-managed the economy and at the same time, attempted to alter the formal structures of the polity to suit its particular ends.

Today, on the eve of a hoped-for peaceful transition from one democratically-elected civilian administration to another, Nigeria is still in political and economic transformation. Following on 14 years of military regimes, the country's formal political, judicial and economic institutions are still in great need either of renewal or further

¹ . This is distinct from the former "women in development" orientation, in which there were special projects or project elements that were specifically designed to impact positively on women alone, or women and children, while the rest of the program was thought to be "gender neutral".

strengthening. In May 1999, the then newly-elected Obasanjo administration was faced with the very high expectations of 124 million Nigerians for better services, greater economic opportunities, and more responsive government, combined with significantly lower levels of public and private-sector corruption. Some of these expectations have been met to a certain degree despite the strong and varied vested interests and other limitations confronted by the administration as it sought to respond to them.²

The elected administration inherited a country with negative per capita growth (since, hovering around 3.5% per year); an external debt of over \$30 billion; a long history of economic mismanagement, extensive corruption, counter-productive policies in the once thriving agricultural sector, and a population growth rate estimated at 2.9%, which means that the population may be expected to double within 24 years.

Despite its \$50 billion economy, Africa's second largest, Nigeria is now ranked 148 out of 173 countries on the UN Human Development Index of Social Indicators (UNDP Human Development Report, 2002). GDP per capita (\$920) per year is lower than the level at Independence 42 years ago. Average income is approximately \$260 per capita. Today, the majority of Nigeria's population is poor. All but 10% of the population live on less than \$2.00 a day. It is currently estimated that 70% of the population live below a \$1.00 a day poverty line. Approximately 40% of the population lives in extreme poverty, that is on even less per day. Of that 40%, 70% are estimated to be women.

Thus, Nigeria appears to be a country characterized by the "feminization" of poverty. Only 22 other countries out of 146 for which a new "sex-specific" indicator of human development, first published in the UN Human Development Report (HDR) for 2002, rank lower than Nigeria. Interestingly, however, the World Bank's World Development Report, *Voices of the Poor* for 2000/2001, indicates that continuous impoverishment tends to blur the distinctions between women and men in terms of economic opportunity and influence.

"The study indicates that people are aware of gender differences and the impact of these differences on their wellbeing. The consequences of being a woman in Nigeria include the likelihood of having fewer opportunities than men, of coping with the material aspects of illbeing, of having very limited coping strategies and safety nets, and of constantly living with a sense of insecurity.

"The most striking finding however, is that gender relations in Nigeria are changing - and changing in the face of poverty and as a result of poverty. In particular, women across the zones indicated that they have greater economic independence and decision-making opportunities within the household. This, in turn, indicates greater vulnerability of men in terms of status in the household, of greater difficulty in fulfilling their traditional family roles, of increased vulnerability and lack of

² The UN Human Development Report for 2002, which is about Good Governance, discusses the case of Nigeria as follows : « The Nigerian army first overthrew the democratically elected leadership (1993) before restoring others to power (1999), which shows the central place occupied by the army in the country's affairs. The winner of the 1999 elections, President Ousegun Obasajo is a former general. Certain offices, particularly those now in retirement, continue to exert their political influence by giving generous financial contributions to political parties. Many of them are still members of the General Assembly, or maintain significant interests in important economic sectors, particularly agriculture, banking, petroleum and air transport" (Box 2, p 88).

self esteem. They are coping less well than women in terms of identity and self esteem, while women still bear the brunt of material deprivation for households, and to some extent, communities.

“An implication of this change is that the differences in experience and response between men and women do not follow assumed gender divisions - although men still retain their status at community level where women still continue to be largely excluded from decisions. Women are however moving into non-traditional areas of work, such as yam production, keeping the profits from oil palm production, and taking up paid work in a range of sectors. Men's work has increased in intensity for a steadily depreciating level of income” (pp3-5).

It is difficult to obtain data on the relative proportions of poor and extremely poor by urban and rural residence. Given that an estimated 70% of the population is still engaged in the agriculture sector, it is likely that the majority of poor and very poor households are located in rural areas. On the other hand (see Table I), the rate of urban growth is quite high, and already in 2000, approximately 44.1% of the total population was urban.

Agriculture, though its outputs have been declining, still contributes about 41 % of GDP, while oil exports only provide about 11%, and services, 30%. Approximately 65% of the nations population is still involved in agricultural production. Despite a new Government initiative for Universal Basic Education (UBE) which has led to the enrollment of 70% of seven year olds in primary schools, average scores on the standard 5th grade literacy test are 15% below the minimum level for passing. Less than half of adults—and just 47% of women—are literate. Generally poor health indicators are complicated by the increasing HIV/AIDS prevalence rate. Though Nigeria's 5.8% prevalence rate is low compared to those of many other African countries, due to the sheer number of HIV sero-positive persons—3.5 million—Nigeria was already ranked as the fourth worst affected country in the world in 2001.

Nigerians are divided among more than 374 identifiable ethnic groups. Of these, the three major ones are the I(g)bo, Hausa and Yoruba (see Table I). The Ibo are the majority in the South-East, and are predominantly Christian. The Hausa predominate in Middle Belt, the North and the Far North, and are largely Muslim. The Yoruba, who predominate in the South-West are evenly divided between Christianity and Islam. Minority ethnic groups border these three broad areas of majority ethnic dominance, are also found within them, and in the South-South. Table I below summarizes some additional key general data.

Table 1³
General Information about Nigeria

³ Most data in this report come from the 2002 UNDP World Human Development Report, *Increasing Democracy in a Fragmented World*. Other data are taken from websites, USAID documents, Government of Nigeria documents, and other sources, as indicated. Table I is adapted from the Populstat Website.

<i>Nation and population</i>
capital: Abuja
surface: 923768 sq.km / 356669 sq.mi // climate: tropical (humid in the south, dry in the north)
independence since: 1960 // type of government: republic
administrative division: state (36) + federal capital territory (1)
total population according to the latest estimate: (1998) 120,817,000
population density: 131 per sq.km /-growth: 3% // doubling time: 23 years
birth rate: 45 per 1000 // death rate: 15 per 1000 // fertility rate: 6 children per female
maternal mortality: 800 per 100,000 / infant mortality (1-4 yrs): 84 per 1000
life expectancy: 55. yr (m: 53; f: 56) // age groups: 0-14 yrs: 47% ; 15-59: 49% ; 60+: 4%
urbanisation: 41.2% / -growth: 4,7%/ of which greatest city: 17%
percentage of population with access to safe water: 39% // people per physician: 4496
ethnic groups: Hausa 21, Yoruba 21, Igbo 18, Fulani 11, Ibibio 5,6, Kanuri 4, Edo 3, Tiv 2, Ijaw 2
languages: English, Hausa, Yoruba, Ibo // ethnic groups (contd.): Bura 2, Nupe 1, other 8
religious affiliation: Sunni Muslim 45%, Protestant 26, Roman Catholic 12, African indigenous 11
school enrolment: primary education 6-11 yrs: 70% / - secondary education: 19%
school enrolment: tertiary education 20-24 yrs: 3% // adult literacy 57% (m: 67; f: 47)
<i>Economy and infrastructure</i>
currency: Nigerian naira = 100 kobo // annual inflation rate: 28%
Gross Domestic Product: USD 920 p.cap. / GDP growth: 3%
income: USD 290 p.cap. // import: 12399 / export: 18037 // trade: USD 159 p.cap.
trade partners: GB DE US FR NL IT
agriculture, land use: arable land: 35% / grass land: 44% / wooded area: 13%
agriculture: labour force: 45% / - of GDP: 37%
agricultural products: yams, cassava, maize, sorghum, millet, rice, bananas, groundnuts, taro
livestock (million): asses: 0,7 / cattle: 17,8 / goats: 24,5 / pigs: 1 / sheep: 14
industry: labour force: 4% / - of GDP: 38%
industrial products: food and beverages, textiles, chemical products, metal products, machinery
mining products: oil, natural gas, coal, tin, iron, bauxite, columbite, lead
services: labour force: 51% // - of GDP: 25% // female labour force: 36%
energy consumption (coal/oil/kg): 154 // annual water use: 37 p.cap. // tourism: 0,2 million

road network: 107990 motorways 115 km / vehicles: 4 p.m
railways: 3505 km / -passenger/km: 555 // navigable inland waterways: 8575 km
ownership telephone: 3 p.m // radio receivers: 163 p.m // tv -: 29 p.m
<i>Note: some data are of constant value, while other are due to changes, fluctuations etc.</i>
<i>primary sources:</i>
EV PD WB WR © 1999/2001 "populstat" site: Jan Lahmeyer

Almost all of the literature reviewed before and after the team visited Nigeria, and virtually all informants interviewed, indicated that one of the country's major problems is that there is little that binds the regions together into the Federation. Most people are articulate about the differences among ethnic groups, social classes, Northerners and Southerners, the traditional and the modern spheres. Yet, one element that appears to traverse all the regions, and to cross-cut all economic, social and political sectors, is the ascendancy of men in power relations.

The visibility of questions of gender, power and rights has increased significantly recently in Nigeria as issues concerning the legal, civil, religious, economic and reproductive rights of women have come to the fore. This, in turn, results in part from the efforts those in power in 12 of the 19 states of the North and Far North have made to further to demarcate the relative status and rights of women and men in terms of the tenets of Islam as these are locally understood.

Though particular legislative and socio-political efforts in the "Shari'a Law States" may have brought these issues more dramatically before the Nigerian public and the world at large, relations between women and men are also inequitable in almost all other states, and among almost all other religious, socio-economic and ethnic groups. The ways in which these inequities express themselves differ in terms of location, age, ethnicity, class, socio-economic status and religious affiliation. But in some ways at least, they are remarkably consistent, as will be seen in the sections that follow. In almost all instances, they have a significant impact on access to resources of all kinds by women and by men at the individual and household level, and subsequently at higher levels of social organization, finally reaching the level of economy, polity and society of the Federation as a whole.

II. CONCEPTUAL FRAMEWORK AND APPROACH

The content and recommendations of this Report are intended to inform the strategic and results framework of the 2004-2007 USAID Country Strategic Plan. The overall

objectives, “given the Agency requirements and the Mission’s own interest” as given in the Scope of Work (SOW – See Annex 1) are:

- To identify gender-based constraints to equitable participation and access of men and women to programs and services in the sectors in which USAID/Nigeria implements its program...
- To identify strategies and approaches USAID/Nigeria can use to enhance the accessibility and equitability of its programs, to men and women both
- To analyze the potential impacts of the Mission’s proposed strategic approaches on the relative status of men and women in Nigeria, taking into consideration ethnicity, class, religion and other key variables.
- To assess key GON policies and programs relating to gender and identify opportunities for collaboration and mutual strengthening of gendered approaches between USAID and GON
- To identify those gender issues that have the greatest potential impact on Nigeria’s economic development.

The approach outlined included a request for a comprehensive literature review, and then interviews with key informants among the current Implementing Partners, other civil society organizations, key GON officials, other officials at the State level and below, and representatives of other donor agencies active in USAID’s areas of concentration. Each member was assigned a particular SO as well as being asked to address the over-arching objectives of the Assessment. The work plan developed in-country also included a considerable amount of time for field visits. We hoped at first to visit all six geopolitical zones.

The Gender Assessment Team was composed of. Eddy Genece, M.D., Hauwa Ibrahim, Esq., Alice Morton, Ph.D. (Team Leader), Irene Pogason, Ph.D. and Bola Udegbe, Ph.D.. Thus, there were three Nigerian women members—two social scientists and one attorney--all of whom have worked on gender issues before; one Haitian male public health/HIV/AIDS specialist who has worked in both the public and private/NGO sectors, with an American woman social anthropologist and gender specialist as Team Leader.⁴ The team worked together in Nigeria for 21 days, and then separated for report preparation.

Sometimes accompanied by USAID staff or IP staff and sometimes on their own, team members visited the North, the Far North, The South, and the South-West. A planned

⁴ Funding for the Assessment was provided by USAID/Washington’s WID Office under an IQC with DevTech Systems, Inc., with World Learning, Inc as a subcontractor. Thanks to the advice of the Mission, EGAD/WID agreed to add the services of the third Nigerian team member, not originally envisaged, as well as those of a local logistical support contractor, Support Management Systems, Ltd.

visit to the South-East was cancelled due to the fact that the Agriculture Portfolio Review team would be traveling there, accompanied by the Mission's Strategy and Planning Officer, who is also a very experienced gender specialist. A visit to the South-South was cancelled due to civil unrest. The team presented an oral debriefing before leaving Abuja. Due to power outages in Nigeria, and other communication difficulties, there were delays in submission of the first and final Assessment Reports, the latter based on comments from the Mission. A list of persons encountered and their respective organizational affiliations is presented as Annex 2

The next section of the Report (Section III) addresses the best practices and lessons learned in terms of gender impact from implementation of the three-year Transition Strategy and activities it has funded. Section IV presents gender-related themes and issues that cut across the new 2004-2007 Country Development Strategy and Results Framework. This section will include suggested ways to engender cross-cutting themes such as environment that have been dealt with in other assessments. Sections V-VIII will each present gendered issues and constraints particular to each of the four new SOs, along with suggestions for addressing them. In Section IX, the focus will be on potential synergies that may be achieved among SOs and their respective activities. These will include recommendations about working with other donors and units of the GON at various levels; and relationships between/among INGOS, local NGOS and CBOs, as implementing partners. Finally, in the last Section (X), suggestions will be made for ways to institutionalize the findings and recommendations of this Assessment within the Mission and among its Implementing Partners. Four Annexes, one for each of the four SOs, will also be presented. Each was drafted by the team member assigned to cover that SO.

III. Best Practices and Lessons Learned from the Mission's Transition Strategy

As the Mission's Program Review and Annual Report for FY 2003 indicates, "USAID's programs in Nigeria address good governance, transparency, and conflict mitigation; agriculture and economic policy reform; basic education; health care service delivery, including HIV/AIDS; and infrastructure. The principal beneficiary groups reached by these programs include:

- small-scale farmers and entrepreneurs, whose productivity and incomes are enhanced;
- the primary school-going population in selected areas, through activities to upgrade teachers' skills and promote community participation;
- young adults, men, and mothers and their young children, who receive quality health services;
- those at high risk for HIV/AIDS, through prevention and behavior change programs."

As the capacity of civil society to dialogue with government has increased, significant efforts have been made to work with the non-governmental sector under all four Strategic Objectives, to get down to the local level, and to affect women and men on an equitable basis. In fact, some activities have been directly oriented to benefit women in particular, in terms of their political participation, access to information about the political process, about conflict management, and other important issues of the day.

The transition program is noteworthy for the extent to which the Mission and its Implementing Partners (IPs) have been successful in reaching anticipated beneficiaries through grassroots level approaches while also positively influencing federal and state-level reform in those sectors on which it has focused its efforts. There are many positive lessons learned on which the Mission is now able to base its new five-year Country Development Strategy and insure that it too will include gender mainstreaming and in some instances, particular activities that are purposively oriented toward women.⁵

With regard to gender equity specifically, each of the four SOs under the Transitional Strategy has stressed providing women as well as men with access to influence and assets to improve their own socio-economic, health, and political status, but also those of others.

Under **SO1, Sustain Transition to Democratic Civilian Governance**, for example, an early activity worked through a media campaign with women's CSOs to help to insure that women would gain more access to formal political processes, and along with men

⁵ In undertaking this strategy development and establishing its results framework, the Mission is undertaking a significant analytic agenda. Part of what may make this a best practice example is that USAID/Nigeria's senior management has planned the analyses so that they precede the elaboration of the Country Strategic Plan, which includes the detailed results framework. These analyses are being taken seriously as a way of filling in the serious gaps in data of all kinds characteristic of Nigeria, as well as providing knowledge and policy and programming options for cross-cutting issues and specific Strategic Objectives. This Gender Assessment is one which, hopefully, will provide some new data, as well as suggestions and recommendations that can inform strategy and activity design

and youth, be better able to manage conflict. Similarly, in working with the National Assembly, a key indicator under IR 1.1 was that women legislators are active participants in the National Assembly as legislators and on committees. In strengthening the rule of law, successful efforts were made to support passage of legislation that would be favorable—or at least not totally unfavorable—to the situation of women, and to remove or impede legislation that would be inimical to women. Again, at the State and Local Government level, the strategic framework stressed the representation of citizens' input in party political processes. IR 2.3, an indicators was that “more women move into leadership positions, with an eye to increasing the number of women...nominated by the party as candidates for elections”.

Confirming the Annual Report's observations, the team's fieldwork suggests that most of these intermediate results have been met, to the extent possible given the time, environment, and resources available. However, as will be seen in more detail in Annex 3, there are still many impediments to women's access to positions of political authority, and candidature within political parties. The support to women's CSOs has proved significantly positive and all members of the team believe strongly that it should be continued.

Under **SO 2, Strengthen Institutional Capacity for Economic Reform and Enhance Capacity to Revive Agricultural Growth**, there have also been advances sought and achieved for gender equity. These are perhaps less immediately obvious in terms of the activities funded for macroeconomic reform than they are for activities to enhance and revive agricultural growth. The strategy choice made with other donors under the Transition period was to focus on improved economic governance through improved economic management. Significant achievements were made in key studies and establishment of data sets leading to possibilities for increased accountability and transparency, and involvement of the private sector as stakeholders in macroeconomic reform. Further, a “major emphasis of USAID's private sector development program is on privatization of state-owned enterprises through building the capacity of the Bureau for Public Enterprise (BPE). Another achievement was structuring of the Office of the Debt. A major indicator of the success of this effort is the fact that the Mission's initial investment of \$10 million has leveraged an additional \$127 million in support from the World Bank and other donors for privatization efforts.” (Annual Report).

At this level of intervention and analysis, it may be argued, all citizens are likely to benefit. However, the way in which surpluses resulting from better management of the debt--and from privatization--are allocated and spent may either be equitable in gender terms, or inequitable. There is an increasing understanding, growing from work on pro-poor macroeconomic policies that “gender budgeting” approaches can in fact significantly determine whether such choices will be beneficial to men, women, or both. During the transition period, this kind of attention to differential impact on women and on men does not seem to have received much, if any, attention from any donors involved.

However, in other areas of the SO 2 program, significant attention was given to the views and orientations of stakeholders. In 2001, continuing its effort to understand and monitor changes in the attitudes of Nigerians toward democratic governance and macroeconomic

reform, USAID/Nigeria funded a second survey on attitudes of a sample of 2,900 Nigerians—50% women and 50% men. The baseline survey had been carried out in 2000, with a sample of 3,603. The sample is described as nationally representative and the results of the second survey were published in December 2001. Among the many interesting findings are the following: that while a majority of those surveyed are willing to give democracy a chance, despite their lowered expectations, this same majority are not as convinced about the value of market-oriented economic reforms. There are significant differences on these matters “.....[D]emocratic preferences are more widespread among Nigerians than market values, and it is evident that many people who support the regime of democracy consider a mixed or state-run economy to be an appropriate choice. These general views...do not necessarily translate into attitudes toward economic reform.” (2001, p. 66). While the report is able to break out attitudinal responses by region and by sex it appears that there was little significant difference between the responses of men and women surveyed. Where there were significant differences, these were reported.⁶

The second major theme of SO2 in the transition period is to revitalize the rural, agricultural sector in order to reduce poverty and to increase food security, while at the same time, diversifying the economy away from a dependence on petroleum exports. “During its first year of implementation, the Mission’s rural sector enhancement program, carried out in collaboration with the International Institute of Tropical Agriculture (IITA), delivered improved agricultural technologies to nearly 6,000 farmers in 4 states, enabling them to double their production of target staple crops, sell their surplus at premium prices, and earn \$2.4 million in cash income. In addition, tailored technical assistance provided through the Farmer to Farmer program reached over 5,000 direct beneficiaries in FY 2002, assisting them to improve the efficiency of their agribusiness enterprises and increase their incomes.” (Annual Report) A significant feature of the IITA sponsored program is that it has helped in the creation and registration of several women’s groups in Kano State, where women are often secluded. Those women participating in the program, receive the same extension information as do men regarding improved cultural practices, especially for cowpeas, as well as small stock to fatten for sale. Additional income-generating activities are being added, as are literacy programs.

Under the newly-launched improved seed program, women farmers will continue to benefit and increase their production by using but particularly by producing improved cowpea and millet seed, and selling it to other women in their villages. This has already begun, and women visited during the assessment indicated that they were already realizing profits which they were using to send girls to school, keep children of both sexes in school, improve household nutrition, and “help their husbands”. The demonstration effect of these initial women farmers’ groups in Kano is likely to be significant, and can be replicated as the project expands to other states in the North.

Agriculture and Environment: USAID’s agriculture interventions are designed to improve agricultural productivity, promote private sector input marketing, address threats to food security

⁶ Dr. Peter Lewis, American University, Personal Communication, March, 2003

and strengthen agribusiness. In FY '02 a total of over 11,000 farmers and microentrepreneurs received direct technical assistance to improve their production of honey, fruits, fish, dairy and basic food staples through USAID interventions. Targeted food crops include maize, cowpea, banana, and cassava. On-farm trials of improved varieties have demonstrated two to three fold productivity increases under local conditions. The program has also been effective at reaching women farmers, who constitute 40 percent of participants in some localities. USAID's Farmer to Farmer program has already exceeded expectations, completing 112 volunteer assignments against a target of 90 and directly benefiting over 7,400 farmers. Clients have been assisted to increase their incomes from such diverse enterprises as fish farming, fruit processing, and rice production. In addition, USAID interventions have started to expand farmers' access to both productivity enhancing inputs, and markets for their produce. In a pilot effort in two states, over 150 retail input suppliers were trained to distribute yield-enhancing agricultural inputs such as fertilizer through the private sector, and to provide appropriate and accurate information to the purchasers on the proper use of the inputs. In FY 2002 farmers purchased fertilizers, improved seeds and agrochemicals valued at over \$21 million from these suppliers. In addition, producers in four states have realized \$2.4 million in sales through USAID-leveraged commodity contracts.

- **Success Stories**

Improved Cassava Processing Generates Higher Incomes: Members of the Cassava Processors' Cooperative Society (CPCS) used employ very time-consuming and simple procedures to process their cassava into edible products: wrapping the cassava in sacks and putting the sacks under heavy rocks. They would rotate the cassava several times over two to three days. USAID-supported Farmer to Farmer volunteers working with the group arranged to have a cassava press constructed and donated it to the cooperative. As a result of this new equipment, pressing a batch of cassava now takes less than one day. The cassava is of higher quality because it does not collect dirt and other foreign matter, and the cooperative can charge a higher price for better quality. CPCS members are now paying weekly contributions of 40Naira (about \$0.30 U.S.) compared to 20Naira monthly before the new technology was introduced. With its increased capital, the cooperative has been able to extend loans to its members, and membership has grown from 12 to 30 women. Other women want to join, but rather than expanding too fast, CPCS is encouraging the formation of other cooperatives. All 30 members of CPCS are now able to send their children to school and provide clothing and food from their cassava processing income.

Higher earnings from Gum Arabic: gum arabic, a valuable agricultural commodity, is produced from the sap of the *Acacia senegal* tree and is a key ingredient in many common food products such as soft drinks and candy, as well as pharmaceuticals. The acacia tree also helps protect arid land from desertification, and residents of Jigawa state in Northern Nigeria have planted many acacia trees as a preventive measure. While the trees have helped keep the Sahara at bay, in the past they were never used to produce gum arabic.

In FY 2001 USAID/Nigeria conducted a strategic analysis that demonstrated the high income potential of gum arabic production for Nigerian farmers, and in FY 2002 initiated a gum arabic program in Northern Nigeria. The Jigawa State Government contacted USAID's gum arabic project because they realized that if they could tap the acacia trees on public lands, they could generate significant income both for the government and for Jigawa farmers. The problem was that no one in Jigawa knew how to harvest gum arabic. USAID project staff worked with local farmers to train them in harvesting techniques to ensure a high-quality product. The project also assisted with identifying buyers, who have committed to purchasing 504 metric tons of gum valued at \$529,200. Both the state government and individual farmers benefit, and with demand for quality gum Arabic exceeding supply, individual farmers are beginning to plant *Acacia senegal* trees in anticipation of future profitable harvests.

Other improved cultigens being developed under the transition program can have a similarly positive effect on women producers as well as on men. However, it will be important that as choices are made, and extension methods selected, additional attention be given up front to social and gender analysis of the kind that will take into account issues of women's access to land and other factors of production, including labor constraints, and the like. At the local level, beneficiaries should have access to market information, as is planned under the RUSEP activity, which could be scaled up under the new strategy. But there are a number of things that small farmers (and larger commercial farmers) need to know if they are going to respond to and benefit from the market and technological expansion proposed, for example, under the IFDC/DAIMINA and RUSEP activities. Among these are risk calculations, at least at the level of farm budgeting., , as they are asked to assume risk, invest more in poor and dispersed parcels, reallocate scarce resources away from intercropping, and integrate livestock into agricultural production. Such training should first be made available to women farmers, who probably form a statistical majority in the States being covered, and if not, do a significant majority of the work, and participate in decision-making at the household level about how resources will be spent, and then in fact must earn those resources.

SO3, Develop the Foundation for Education Reform, focused on addressing the systemic problems of policy, management and implementation that underlay the deterioration of Nigeria's educational system, and on beginning implementation of an action plan to improve the efficient functioning of the system. The main area of emphasis was basis education (K-9), but comprehensive assessments were also to be initiated on the education sector as a whole, including stakeholder participation. A special initiative was also implemented for technical education to meet the needs of unemployed youth, to address the "mutually reinforcing " problems of very high levels of unemployed youth, and significant unmet demand for employees with ever-higher skills.

The Transition Strategy notes that the long-term strategic objective of improving access, quality and equity in Nigeria's basic education system requires that the public and civic institutions responsible for organizing educational services be reformed. Existing problems result from lack of financing, low school quality, loss of teacher morale and discipline, and marked deterioration in support services, materials and facilities. "This has contributed immensely to the mass corruption, human rights abuses, youth cults, sexual abuse and selling of grades that are prevalent in schools, colleges and universities."(p.25).

Most of these problems, though not all, relate particularly to girls and young women in and out of school. In some instances, especially youth cults, but also sexual abuse and human rights abuses, they may also relate to male youth.

Both the primary education programs supported under this SO and the youth skills interventions seek a more equitable and efficient educational system. However, as will be seen below, there are still areas for improvement in gender equity terms.

SO 4 Increase Use of Family Planning/Maternal and Child Health/Child Survival/Sexually Transmitted Disease/HIV Services and Preventive Measures within a Supportive Policy Environment

Often, when gender mainstreaming is discussed, it is reduced to “women’s issues”. And in turn, “women’s issues” are often relegated to the reproductive health sub-sector. As has been seen, this is not the case for USAID/Nigeria’s strategy and portfolio. This integrated SO, which combined three previous separate SOs, has been very successful in meeting its intermediate results.

As the Annual Report notes, it “increased the delivery of critical, quality services for prevention, care and support, advocacy, and policy development. The past year saw consistent increases in sales of condoms, and the numbers of people living with HIV/AIDS (PLWHA) utilizing care and support services. With USAID support, the first two dedicated voluntary counseling and testing (VCT) centers in Nigeria were opened in Lagos and Kano. The immunization of 40 million children under the age of five against polio, a joint effort of USAID, the Federal Ministry of Health, and other donors, provides real hope that the cycle of transmission will be broken by the end of CY 2003, thus eliminating one of the last polio “hot spots” remaining on the earth”. Targeted technical assistance and training boosted use of modern methods of family planning to prevent unplanned pregnancies by 27 percent over last year. USAID leadership contributed to the adoption and formal launch of a national policy on food and nutrition, and the implementation of a comprehensive national nutrition survey.

These are very significant successes. Yet, there are some activity areas in which more attention to men as clients--and as gatekeepers through whom to obtain access to women—might lead to up-scaling and increased impact. For example, engaging men in reproductive health behavior change—and not merely those men who are most “at risk” for STDs and HIV in particular—has proven successful elsewhere. In programs funded by USAID and other donors, using men for community based contraceptive distribution, as visiting FP nurses, and in forming “father’s clubs” linked to MCH clinics and their programs, have worked to increase CPR, and reinforce the impact of BCC programs. This would seem a possibility for Child Survival initiatives as well. In the North, where women’s independent access to, and power over, reproductive health and family planning information and decision-making may be more acutely limited than in other regions of the country, this may be a way of opening the minds of men and of giving women greater freedom to demand and receive quality services over time.

Under the new Country Strategy, this SO and the education SO will be combined, but there will be a new, separate SO14 for HIV/AIDS and Tuberculosis, given the magnitude of the epidemic and its rapid growth. This new SO will be reviewed below in gendered terms.

Best Practices:

Overall, there are indeed a number of best practices that emerge from the three-year Transition Strategy both at the conceptual level and in implementation. These include, but are not limited to, the following:

- ♥ Including gender equity as a cross-cutting issue under the Transition Strategy and insuring that it informed SO's, IR's and activities through an analytic agenda and other means
- ♥ Special emphasis on improving access for women to political processes at all levels, including through media campaigns
- ♥ Working with legislators and the judiciary at all levels to ensure a better legal and rights environment for women as well as for men
- ♥ Including women in awareness raising and skill development for conflict mitigation and resolution
- ♥ Drawing a gender-balanced sample for the AFRO Barometer surveys and disaggregating resulting data by sex
- ♥ Beginning to create an enabling environment for the private sector that will include increased micro-finance and banking access for women as well as for men
- ♥ Starting work on agricultural cultigens that are traditionally "women's crops" and providing women farmers with improved inputs and information
- ♥ Significantly improving access for girls as well as boys to basic education and skills training
- ♥ Addressing educational system reform to redress rights violations of girls, and improve the schooling environment for girls as well as boys
- ♥ Vastly increasing the access and use of men and women to modern methods of contraception and prevention of STDs, including HIV
- ♥ Addressing key constraints to child survival on an equitable basis
- ♥ Including a gender assessment in the analytical agenda leading up to the new Strategic Plan preparation.

Lessons Learned:

There is also a good deal to be drawn from the three years of implementation of the Transition Strategy, in terms of what might have been done differently, additionally, or better. However, a considerable amount of what will be discussed in this section may not, in fact, have been within the manageable interest of the USAID Mission.

Nigeria, like many other developing countries, has a policy environment that would appear to support gender equity. It is a signatory to most of the international conventions pertaining to the improved status of women. It has a Ministry of Women's Affairs and Youth Development, with desk officers for each sector, and corresponding women's affairs officers in each Ministry. The National Poverty Alleviation Plan in place

is supposed to allocate a quota of 35% of funding to poor women. Whether these funds are actually reaching those women, and on the basis of what indicators, is an outstanding question (see Annex 3)..

Under the present administration, a National Policy on Women has been developed, and earlier, an excellent Population Policy was adopted. However, as in most instances, monitoring of the impact of such policies and of adherence to such conventions and covenants is limited, in part because it is expensive, and labor intensive. The Ministry of Women's Affairs and Youth Development is severely under-funded and its staff under-trained for this kind of responsibility. Further, as in other countries, the Minister is to some degree overshadowed by the First Lady, and the Vice-President's Wife who are both active in women's affairs.

In the "traditional sector" of juridical and political activities, there have always been roles for women as well as for men. Today there are women who are traditional chiefs; they can also (with men) serve as judges in traditional courts or moots; among Muslims, there have always been women scholars, and other women who, through religious activity and status (including participation in the Hadj), wealth creation or inheritance of aristocratic status, have been able to exert significant influence on several social and political levels. In the largely Christian South, and South East, there are also roles for women to excel, to rule, to become wealthy and to control access to resources for other women and for men. Women traders, wherever they may be located, have been famous in Nigeria for many decades. Thus, there are women who have high ascribed status, power and influence, and those who have achieved them. Both are recognized in the traditional sphere, and can, at least in some instances, translate this power and influence into the modern sector, including in business and politics.

What may be at issue is how to help orient these powerful women to accept and advocate a gendered agenda more than a regional or sub-regional, ethnic, or religious one. There must be license for them to do so, but there must also be incentives. Women as stakeholders in economic reform, for example, can be significant given their roles in trade, as well as less traditional economic occupations such as aquaculture, and the like. Similarly, women of substance in the private sector will need to have incentives to employ other women rather than men, and to extend their knowledge and technicity to other, poorer women. To some degree, this is already happening with the assistance of USAID-funded interventions, such as those of the IITA seed multiplication program, and the JHU media program targeted toward increasing women's political awareness and participation. In others so far, such as the IFDC-DAIMINA Agri-Input Market Development project, 90% of beneficiaries to date are men, and unless a concerted effort is made to change the project's orientation, including through training of women to sell inputs, and other women to purchase and apply them, this is unlikely to change.

Overall, it is largely through increasing the awareness of **men** at all levels of society and the economy that women's economic and political participation is of benefit to them as well as to the women themselves, that change will take place. Statistics for Nigeria as well as for other developing countries, indicate that the economic contribution of

women—especially poor women—is not counted in macroeconomic reviews, or in policy decision-making, just as impacts of foreign direct investment, government investment, and ODA are often not analyzed in terms of their respective gendered impacts. Further, the differential implications of globalization (global economic integration) on women and men are relevant in Nigeria as elsewhere, including the implications of the Uruguay Round and AGOA.

There are a number of aspects of these questions that may be within the manageable interest of USAID/Nigeria under the new CSP, given its continuing emphasis on macroeconomic reform and on improving financial access and markets and private sector participation. As recently noted at an UNCTAD/UNDP conference on trade and development, “a clear analysis will reveal to us that gender issues may hold the key to unlocking LDC’s [sic] potential. African countries in particular need such an analysis to guide their policies.”⁷

⁷ The citation from, a presentation by Anna Kajumulo Tibaijika, Executive Director of UNCHS, continues : “*How do we engender the eradication of poverty, and its replacement by economic development?* UNCTAD has discovered that a fall of over 20 per cent in ODA between 1992 and 1999 undercut developing countries’ trade potential. At the same time, those countries experienced global economic integration on an unprecedented scale. It is necessary to review the effect this has had on women. In some ways, global economic integration has reduced gender disparities, particularly in incomes, but in other ways...[they] have increased, with women absorbing a disproportionate share of economic shocks.... Women have been termed the ‘shock-absorber’ of economic adjustment.” UNCTAD/UNDP, 2002, p.37).

III. ENGENDERING CROSS-CUTTING THEMES

In addition to promoting equity through gender considerations, the Mission's new strategy will "focus, across the board, on building sustainable public-private partnerships that will help address crosscutting themes such as

- ◆ HIV/AIDS
- ◆ conflict management
- ◆ environment
- ◆ transparency and accountability, and
- ◆ civil society strengthening."

Viewing each of these other cross-cutting themes through a "gendered lens" is one way, in fact, of increasing synergies among them, as well as among the SOs that they are intended to inform. In fact, taking such an approach almost immediately suggests the related issues of wealth distribution and poverty reduction. This is because, as has been noted in Section I, the majority of Nigerians are poor or extremely poor, and enhancing economic growth through public-private partnerships will not necessarily lead to poverty alleviation among the majority of the poor, who are women and their children.

The Country Strategy Paper makes it very clear that poverty--especially rural and feminized poverty--is one of the main, if not the primary, variables that underlie the need for attention to the other cross-cutting issues. Put differently, lack of prior attention to these cross-cutting issues may be said to have played a significant part in the increase (and feminization) of poverty in Nigeria.

Poverty reduction is the central theme of Nigeria's I-PRSP, and draft PRSP, which in turn are meant to provide the policy framework for the donor community in Nigeria as well as for the Government. There are significant questions of ownership of the PRSP process on the part of populations and their governments in LDCs. But given that USAID has helped fund stakeholder involvement in the PRSP development process in Nigeria, one may assume that there is some ownership in this instance. The main reason that the USAID Strategy does not include poverty alleviation as an objective is that it has had no bilateral program with the Government of Nigeria. Such a bilateral relationship would be a necessary (though not perhaps sufficient) requirement for USAID to undertake a poverty alleviation-based strategy for the next five years.

Nonetheless, ideally all the SOs will have a positive impact on the poor—either directly, through service provision, improved technology and input supply, or access to credit—or indirectly, through policy reform, and some redistribution of increased wealth. Further, the security/vulnerability aspects of poverty are addressed under USAID's efforts in the area of conflict assessment and conflict management. Indeed, when the results framework is finalized, poverty reduction/alleviation results and indicators may be included.

The over-arching intent to help forge sustainable public-public-private partnerships is clearly relevant to the content and process of activities under any and all of the proposed

4 SOs. This may be most difficult under SO11, but in SOs 12-14, there is a great deal of scope for such partnerships, and some precedents as well. In agriculture, for example, the increased emphasis under SO12 of partnering among IPs that are both private and public sector entities, and between the IPs and the public-sector ADP extension agents, is already going on. This is true for IITA's programs and may be identified as a key variable in the IFDC-DAMINA activity. As noted in the most recent Annual Report,

"USAID's agriculture program is actively promoting public-private alliances. Through the Sustainable Tree Crops Program (STCP), cocoa farmers in 32 villages in Ondo State have established producer associations involving 330 members, which will lead to marketing of higher quality cocoa. Private sector partners are contributing \$75,000 per year for research to improve cocoa varieties. Technical assistance to improve production, processing and marketing of gum arabic, a product important in pharmaceutical and other products, has resulted from collaboration with Nigerian and U.S. companies, which have leveraged an incremental \$176,500 in private investment over the funding provided by USAID.

Under the new financial intermediation initiative, private sector banking institutions are to be linked with donor and public-sector funded SME funds. Increasing credit availability to the private sector, similarly, emphasizes public-private sector partnerships. Under SO13, private sector health, reproductive health, and educational programs and expertise can be linked with public sector ones. The "third sector", non-governmental organizations (NGOs) are already significantly involved, and will continue to be so. Under the new SO 8, there will be new partnerships between private sector firms in the US as well as in Nigeria, and USAID and public sector GON and NACA programs to help prevent the spread of HIV/AIDS, but also to help those who are already infected who are in the labor force.

Most of the other six these issues are already embedded in the SO formulations themselves. For example, SO11 "Good Governance, Transparency and Conflict Management" explicitly addresses two of the five. Through fostering good governance, it also addresses a third, civil society strengthening. As already noted in the previous section, civil society strengthening has been a key characteristic of the Mission's approach under all SOs during the transition period.

Thus, under the new strategy's SO 7, "Improved Social Sector Service Delivery", issues of gender equity, civil society strengthening, and links to HIV/AIDS are all likely to be addressed. Further, HIV/AIDS along with Pulmonary Tuberculosis (PTB) will now have its own SO as well, to provide for additional emphasis and funding. To show graphically the extent to which HIV/AIDS cross-cuts other substantive or sectoral development areas, as well as its engendered aspects, the HIV/AIDS Specialist developed the following Tables, together with other members of the Assessment Team. Table 2a includes issues/problems that may be seen as cross-cutting. These are primarily socio-cultural, health-related and linked to questions of legal and reproductive rights. Additional cross-cutting gender issues are graphically summarized and discussed in the following Sections.

Table 2
Gender Issues by Geopolitical Areas and Effects

Gender Issues Identified Cross-Cutting	Areas	To whom it is harmful?		Effects
		Male	Female	
1. Sex - male preference	Northern South		X	Disempowerment women De-investment in girl's lives and social & economic futures
2. Decision about using contraceptives for child spacing or stopping conception	N,S		X	Women not in control about their own health, and health of their children
3. Permission from sexual partner to use contraceptives	N,S		X	Same as above
4. Permission to go to health clinic for ones' own health status	N,S		X	Same as above
5. Female genital mutilation	S		X	Disempowerment women, violation of their right
6. Male circumcision	N	X		Measures protective for men against HIV/AIDS and infections sexually transmitted
7. Denial / intolerance toward MSM		X	X	Decreases access to services, increases women's vulnerability to HIV/ STIs
8. Widowhood rights and inheritance rights	S		X	Disempowerment of women, makes them vulnerable economically and at risk to get infected by HIV
9. Low level of participation of women in political decision-making	N,S		X	Further lowers or maintains low social status of women
10. Should not express pains, fears and sorrow	N	X	X	Men do seek care at a later stage of a disease
11. Stigmatize and discriminate if being sexually abuse	N,S		X	Women will not seek care or do not access preventive measures against HIV/AIDS & STIs decrease self esteem
12. Access difficult to report police on sex abuse	S		X	Same as above
13. Access to report in hospital on sex abuse not adequate	S		X	Same as above
14. Procedures in Court on sex abuse very long	S		X	Avoid ostracism, suffering in silence
15. Being blame or faulty if rape or sexually abuse	S		X	Same as above
16. Double standard on having multi sex partners	N,S		X	Puts women and their offspring at greater risk to be infected by STIs and HIV
17. Men and women not sitting at the same place	N		X	Disempowerment women
18. Not at ease to buy condoms	S		X	Not able to get happy and healthier families or control their family size

19. Not at ease or blame to take children to clinic	S,N	X		Not life saving for the child
20. Access or use self medication	N,S	X		Men do put their lives in danger
21. Not able to negotiate safe sex	N,S		X	Not able to protect themselves against HIV/AIDS, STIs and unwanted pregnancies
22. Strongly stigmatized if known to be HIV infected	N,S	X	X	Limited access to care, spreads HIV
23. Parents decide on choice of sexual partner and spouse	N		X	Violation of women's rights, limit their own development; could be associated with harmful organic disorders
24. Given role to care of children, sick, domestic work, and productive work	N,S		X	Not enough time for taking care of themselves,, attain their own education and development
25.Domestic sexual violence				Woman stigmatized, increased risks for STIs and HIV
26. Early marriage				Teenage pregnancy, psycho-organic disorders
29. Women in seclusion	N		X	Deprivation, women having no access to services

Source: E. Génécé & Gender Assessment Team, February, 2003.

It is **Environment** as a cross-cutting theme that is not immediately obviously included in the SO statements, although it is clearly implied under SO12, “Sustainable Agriculture and Diversified Economic Growth”. One likely reason is the probability that the Mission will not have sufficient “ear-marked” or other funds to mount a credible, separate environmental program. Thus, it must perforce be treated as a cross-cutting issue which, in fact, it is. The Environmental Assessment carried out by ARD, Inc. as part of the analytic agenda for this SO presents a number of initiatives and options that lend themselves to inclusion under a gendered approach to HIV/AIDS, economic diversification and growth. If “engendered”, the recommendations of that Assessment can easily be turned into activities and interventions that will improve the incomes and quality of life of women and households while at the same time, improving environmental protection and the use of non-renewable resources, especially firewood. This will lead to more generalized and improved gender equity in terms of access to and exploitation of factors of production. (For more detailed discussion, see Annex 4, and the Recommendations sub-section for SO 6.)

How, then, can this and the other five cross-cutting issues be “engendered”? One way is to ensure that they include attention to the attitudes and behaviors of **men as well as of women**. What more needs to be done to ensure that men understand that their own inclusion **and** that of women is essential to decision-making at all socio-economic and political levels? Another way is to continue an affirmative approach to the social and political inclusion of currently excluded groups i.e., both urban and rural women, the young, and certain male and female sub-groups of the population of the North, such as nomadic or semi-nomadic peoples of both sexes.

While the IITA cowpea seed program currently hopes to help semi-nomadic producers to become settled, there are other things that can be done with and for people, both men and women, who still undertake limited or long-distance transhumance. Additionally, the population of Delta State and the South South of both sexes, who do not benefit proportionately from the proceeds of petroleum exports can continue to be a special group of anticipated beneficiaries. This is another area in which private multinational companies and international donors—as well as the GON—can and should collaborate more effectively.

Equity is the business of **all** in the society, not only those who are currently dis-benefiting from social and economic advances and improvements. This is what gender mainstreaming really means.

The 2004-2007 Strategy is likely to include continued activities or activity components that purposively target the least included groups illustratively mentioned above. Numerically, most of them are women and girls. However, male youth, the elderly of both sexes, and “highly vulnerable” groups, including but not limited to PLWHA of both sexes, and AIDS orphans, will probably become even more important anticipated beneficiary group over the coming five years. In reproductive health and education, child survival, HIV/AIDS prevention, conflict management, improved agricultural production and processing, and financial services, greater inclusion of all these groups and social categories will continue to be an indicator of the Strategy’s Goal-level achievement.

IV. GENDER ASPECTS OF INDIVIDUAL STRATEGIC OBJECTIVES

This Section summarizes the key gender constraints faced in the successful achievement of each of the new SOs⁸, key elements that would improve the SO teams' and the Mission's collaboration with the GON and civil society actors under each, and to give recommendations for effectively addressing the constraints. Specific illustrative activities that may relax these constraints are also included, as well as possible negative impacts of USAID's support to such activities. In each instance, further descriptive and analytical material is presented in the pertinent SO Annex. At the end of the Section, we will summarize those gender constraints that are most relevant to Nigeria's economic development.

SO 11: Good Governance through Transparency, Participation and Conflict Management⁹

The struggle for democracy, which women undertake, is essentially a multi-layered task. This has been termed the battle on several fronts for democracy at the level of the state, democracy at large, and democracy within and among the people. In these instances women and men who are engaged in the struggle for gender equality have to do two things simultaneously.

- Convince the broader society why it is important for women to have a voice and the differences that it takes.
- Work to bring about democratic structures which address the perspective, demands and needs of women.

This means that the processes of engendering democracy are long term, slow and often exacting on adherents. Much has already been achieved under the Transition Strategy's SO 1 toward meeting this objective. However, much remains to be done to put in place and/or strengthen institutions of civil society as well as those of government to assure continued progress in the areas already addressed. The assessment team noted that most barriers to women's equity in political participation are socio-cultural rather than legal, and that they have psycho-social implications. The team's Governance and Politics Specialist identified 13 critical gender-based constraints to continued progress under the new SO, as may be seen from Table 3, below.

⁸ The summary tables presented here are meant to be illustrative, not exhaustive.

⁹ A critical assumption for the following discussion is that there will continue to be an elected civilian government in Nigeria over the Strategy period.

Table 3
Factors Militating Against Women’s Effective Participation in Politics
And Proposed Interventions

<i>Critical gender-based problems identified</i>	<i>Interventions</i>
i. ignorance	Public enlightenment on gender/ women’s issues
ii. illiteracy	Increased girls and women’s access to education at all levels irrespective of their location and circumstances
iii. poverty	Implement economic policy and planning through the Bottom – Top approach and creation of credit guarantee schemes for women, the aged and youths
iv. poor or low self-esteem which makes women susceptible to the divide and rule strategy (along religious and ethnic lines) often employed by unpopular women leaders as well as men	Public enlightenment and advocacy on women’s right; increased educational status of women
v. lack of confidence in other women,	Strategic issues concerning women the media focus on public enlightenment of women on need to support each others achievement of women in public life rather than focussing on personalities and events; advocacy on women in high public office to see women through their primary constituency, engage in dialogue with political parties to promote internal party democracy and transparency
vi. government’s policy of “tokenism” in appointments to political and decision making positions	Provision of gender disaggregated data for planning and appointment purposes; return to merit provision for Affirmative Action institute an ensuing political environment/culture
vii. violent and non-conducive political environment (money politics, intimidation, and violence)	Liberalize political party formation and participation
viii. cultural stereotypes/ religious barriers	Advocacy on all cultural and religious factors in political practices that offend civil liberties of persons; implement general civic education in schools and at all levels on obnoxious cultural/religious practices sensitization of traditional and religious leaders to encourage women to participate.
ix. harmful traditional practices	Public enlightenment, sensitisation and advocacy on eliminating those harmful traditional practices

x. violence	Promotion of dialogue among communities prone to conflicts; advocacy on ethnic integration, encouragement of peace
xi. unstated percentage for female Representation in public office	Return to merit, provision for Affirmative Action
xii. inadequate information in gender/women's gender based	All channels of mass communication to be utilized to publicize Gender/Women's activities and issues
xiii. inadequacies of the constitution	Enactment of a truly people's constitution

The Gender Dimension of the Democratic Question In Nigeria

The recurrent theme is that about 50 percent of the electorate, which votes governments into power, are women and therefore want to be part of the process of decision-making and governance at all levels. Women want a sense of group/national belonging; some control over their lives and the manifestations of a government that works for them. Equally, women want to have a voice and to witness federalism reflected in autonomy for local groups, enabling them to channel their energies on identified priorities at all levels of government. Finally, participating in public processes and the policies that define their lives and fates is not new to Nigerian women

When the team was in Nigeria, the pre-election candidate selection process was in full swing. One issue that was stressed in press conferences and in media interviews with key women leaders just before and after the team's arrival was the fact that women "aspirants" were being "systematically eliminated" in party primaries for the 2003 elections. In fact, there were at that point 30 registered parties, and in all cases, there were at least some women members. Yet, in many instances, there were no women aspirants at all on a party's slate.

At a press conference organized by WRAPA, the Women's Rights Advancement and Protection Alternative held January 2, 2003, Mrs. Saudatu Mahdi decried this phenomenon.¹⁰

"The experiences of female aspirants vary in form and extent. They range from deliberate and blatant maneuvers to outwit them in the processes of procuring nomination forms, screening, or

¹⁰ "...the increase in women's participation in politics is threatened at this critical stage and the consequences are alarming for our democracy, which we must sustain with the input of all Nigerians irrespective of gender. Nigerian women were challenged to come out and seek elective offices, and they took up the challenge. The unfolding events negate both the assurances given and the principles of democracy since most women are losing out in the ongoing primaries not because they were not qualified to serve Nigeria and Nigerians but because they are women and obstacles have been placed in their way. There is no truth in the claim of the existence of a level playing field for all eligible citizens to participate in Nigeria's political arena without let or hindrance on any basis."

clear preferences of male aspirants over female aspirants by party machinery and stalwarts. Others' experiences include insincere negotiations for consensus in favour of male aspirants or sheer pressure from family engineered by external forces to compel potential female aspirants to step down in favour of male aspirants. The worst and most alarming of the experiences is that of violence directly targeted at women aspirants or their supporters".

As will be seen in more detail in Annex 3, these phenomena occur at all levels—local government authority councils, state assemblies, and the National Assembly, as is also stressed in Mrs. Mahdi's speech. Unfortunately, voter behavior studies have not been carried out in Nigeria or if they have, they cannot be disaggregated by sex. In fact, the GA team leader discussed with the SO1 team whether exit polls or interviews of voters might be possible to determine how women voted as compared to men. The consensus seemed to be that this would be difficult if not impossible given the atmosphere and regulations surrounding polling places. However, according to unsubstantiated statistics from the Ministry of Women's Affairs, 68% of the voters are women.

One of the key points made in the WRAPA press release is that "women have been sensitized to vote for women...OUR strength in this regard lies in the numerical strength of women in Nigeria as well as their quality of being faithful voters. The statistics from the 1999 elections are a pointer to reckon with". Though it does not necessarily demonstrate this causal relationship, Figure 1 below certainly shows some increases in women elected representatives, though more at the Federal level than below. Among the hypotheses given as to why women are eliminated in the primary process or if they succeed there, later on as candidates, is that they usually cannot compete with male aspirants or candidates in terms of vote buying.

One women's CSO interviewed included in its political participation awareness campaign the recommendation that women aspirants and candidates should not participate in influence-peddling and vote buying as a matter of principle, even if offered funds to do so--presumably by men. These observations are not anecdotal, although they would be difficult to prove in the political environment pertaining in Nigeria (or elsewhere, for that matter). They give some insight into the status of women in the formal political sphere. What they do not reveal, however, is what the influence of women may be in the informal political domain at various levels.

An electoral affirmative action policy has been suggested for Nigeria, as is present in Uganda and South Africa. In Uganda, there is a quota established for the proportion of women elected officials, while additional women and other historical minority group members, can also compete for the non-quota seats. Annex 3 discusses the arguments for USAID to support advocacy for such legislation or constitutional amendment in Nigeria. Table 4 shows the current, pre-2003 distribution of women in elective and appointive posts.

Empowering Women for Effective Participation in the Political Process

Attention here is on women's participation in decision-making since this is central to the problem of gender roles. Despite the advances made by women in this sphere, politics and

public life remain overwhelmingly a man's world. Since the return to civilian rule in 1979 there has been practically no improvement. Women remain a small minority at all levels at political representation. For example, after the 1999 elections female representation in the Federal House of Representatives increased from four in 1979 to 13 (out of 360 members). In the Senate, there was an increase from none in 1979 to three in 1999 (out of 109). At the local government level, there are nine women among the current 774 LGA chairpersons as against five women in 1979 (out of 301 LGA Chairpersons). In the 1999 elections, the 36 state houses of Assembly had twelve female members while the 19 state Houses of Assembly in 1979 had the same number of female candidates. Out of President Olusegun Obasanjo's cabinet in 1999-2000, 6 out of 46 ministers were women where as in 1979; only three out of 50 ministers were women. In Nigeria, there have only been two elected female deputy governors in 1992 and 1999 respectively. No woman has ever been a state governor.

Figure 1
Women's Representation in Political Posts 1979-1999

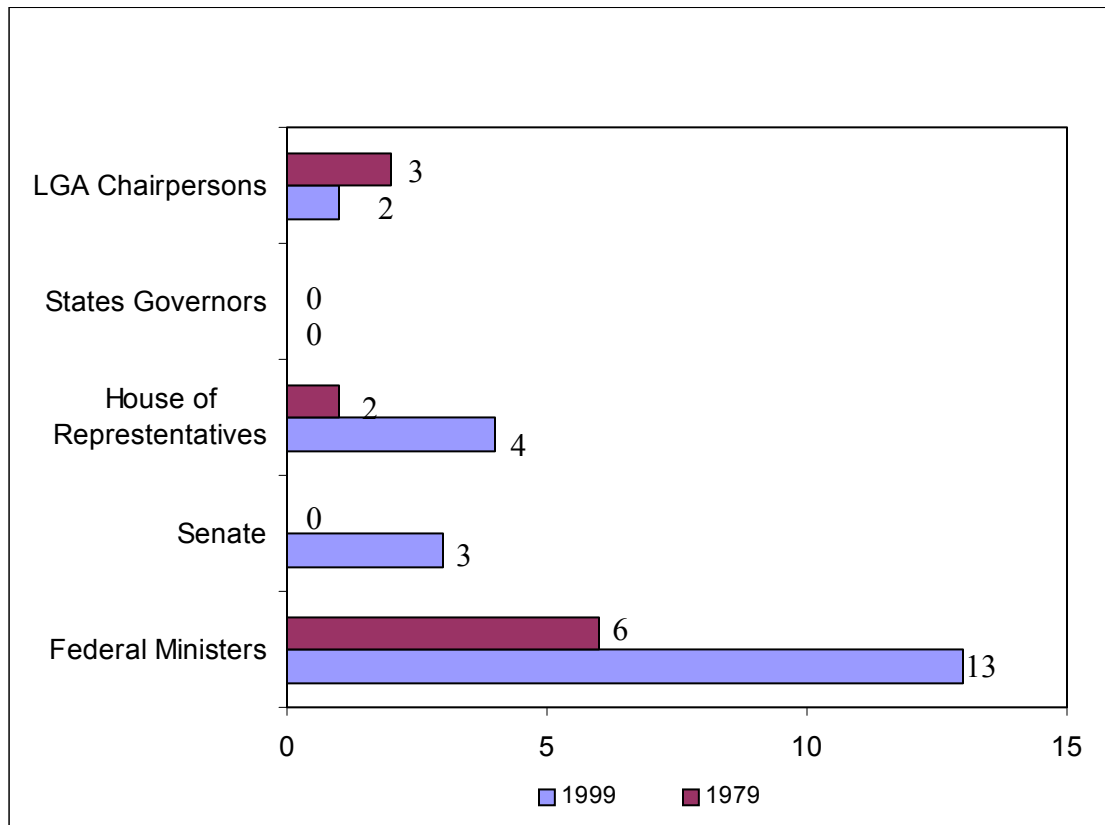


Table 4
Proportion of Women Holding Political Posts, 1999

	Male	Female	Total	% female
Ministers/Special Advisers	35	9	44	20.5
Speakers	35	1	36	2.7
Governors	36	0	36	0.0
Deputy Governors	35	1	36	2.7
LGA Chairpersons	765	9	774	1.2
Councilors	8,667	143	8,810	1.6
State Assembly Members	978	12	990	1.2
Senators	106	3	109	2.8
House of Representative Members	347	13	360	3.6

The foregoing figure and table reflect women's low participation and under-representation in the power structure of Nigeria. Unfortunately, it is evident that the trend of neglect of the gender question in political power structure still persist and the 2003 elections does not hold much promise for women. Despite international interventions and local attempts to increase awareness of women's issues such attempts have not translated to increased participation of women in political and decision-making structures in Nigeria.

Specific activities for each target under the new SO11 are included under each section in Annex 3. Here, we summarize the major recommendations of the Governance and Politics Specialist, and then list some of the activities she proposes.

Recommendations for SO11:

The Gender Assessment Team recognizes that USAID's funding for DG is going to be cut, perhaps severely, for the new 2004-2007 Plan period. Nonetheless, as the Mission Director noted in the in-briefing and the de-briefing sessions, there are some successes that are still very fragile and new, and that need to be strengthened. Hopefully, if additional resources are not available directly through USAID, the Mission can help to leverage other resources in the DG area, and can avoid "dropping" support to former IP CSOs that have demonstrated success but still need to have their capacities strengthened so as to become self-sustaining.

Media Target On

Build the capacity of local and national media to play a constructive role in public participation enhancement, conflict reduction and sustainable democracy through.

- Youth involvement – Importance should be attached to awareness building and promotion of gender consciousness among Nigeria youths.
- Continued promotion of open and effective dialogue between CBO's and decision makers to positively impact on legislative and policy outcomes through
 - Coalition – building and lobbying efforts
 - Advancement of priority legislative causes
 - Capacity – building of CBO's to assist decision makers in drafting legislation and policies

Promotion of a Gender Friendly Media

There is need for a gender friendly media to advance the cause off women. To this end, gender based NGOs. are called to establish media outfits devoted to highlighting women's issues and portraying and publicizing women models of success for the benefits of the masses.

Coalition – Building

There should be continued facilitation of and provision of support to civil society coalitions at all levels of government through:

- Horizontal streamlining of women focused NGO's and CBOs in order to form a more effective Women's movement which will mobilize, sensitize, conscientize and advocate the populace for gender equality.
- The provision of technical and organizational training aimed at sustaining the existing and new coalitions.
- The provision of technical assistance on advocacy and mobilization to existing and new coalitions.

Such sustainable links with agenda objectives and actions drawn by a broad coalition of CSOs (particularly those focused on women) can constitute pressure groups in empowering women and promoting.

The emergence of women's community-based organizations such as Country Women's Association of Nigeria, points to new forms of involvement by women in community affairs, driven by their specific interests, such as access to micro-credits. This is a promising development, which over time, could lead to women promoting their rights more assertively at community level.

Advocacy on the Constitution

Advocacy for gender-sensitive language and protection within the constitution and to build the capacity of women's groups to mobilized around a "people –driven" gender-sensitive constitution reform process.

Increased Participation of Women

Based on the significant event of the 2003 party primaries, Nigerian women are likely to remain underrepresented at all levels of government in the 2003 administration. USAID should address this by working with women's CBO's at all levels, but particularly at the grass roots level to participate in decision-making processes that affect their lives and those of their communities. CEDPA's 100 Women's Groups Strategy should is a useful mechanism to utilize.

Education and Awareness-Raising Programs

These should be continued to help Nigerians recognize that the democratic agenda must include a special effort to improve the lot of women in civil society so as to protect women's rights. Also, girl-child education and training, beginning from the home, should be encouraged to emphasize self-assertion and self-confidence to enable girls to anticipate and protect themselves from discriminatory and risky practices and behaviors of others. Such education should be provided, among others, to the National Orientation Agency, which would create reasonable public enlightenment program in collaboration with Ministries of Women Affairs at the Federal and State Levels, NGO's, CBO's, the media and traditional rulers/Institutions.

Advocacy on Cultural/Religious Practices

There is need for continued advocacy on:

- the importance of abolishing "obnoxious" cultural practices such as widow-inheritance, Female Genital Mutilation (FGM), spousal hospitality and the like that offend civil liberties of persons (especially women). This should be accomplished through acts of legislature that will enact laws, as has been taking place, but also through the judiciary who must know how to interpret the laws correctly and have the political will and governmental and civil society support to do so.
- the manipulation of religion and religious texts which have continued to militate against the involvement of women in political and civic affairs.

Advocacy on INEC

This should address the removal of all forms of encumbrances to women's participation in politics through INEC. INEC should be persuaded to discourage money politics and encourage financial limits as done in the West, persuading Political Parties to include women in their hierarchies as a pre-condition for registering and also insist on quota for women in elective positions.

Advocacy on Affirmative Action:

Women need to seek political channels to overcome their political marginalization. The NCWS as far back as 1986 has demanded a quota of about 30-40% of positions in cabinet and legislatures for women. This is a step in the right direction. Since political analysts have demonstrated that politics is a game of numbers, it is imperative that women should seek affirmative action to ensure that they form a critical mass that is necessary to influence decision making in governance.

Outreach Programs

Outreach programs through the use of media to convey advocacy messages, educate and influence the public, create awareness of critical democracy and human rights issues and mobilize communities around advocacy issues. The outreach should be conducted through the use of grassroots education, posters, cultural arts performances Public Service Announcements (PSA's), town hall meetings, debates, radio drama series, and call-in-public affairs TV and radio broadcasts.

Suggested Activities:

Increased Public Sensitization and Awareness Activities.

There is need to build on the existing activities to sensitize the public on what gender is - particularly that it is not a war between men and women neither is it about creating a society for only women or one for only men. Working together to this end the activities should be addressed from the micro to the macro level, focusing in turn on the family (family decision-making) the community (community decision-making) and the wider society (the realm of politics and government).

Enhanced Civil Society Training and Capacity Building

It is important to target the striking role played by women in association life. These associations include NGOs CBOs and other indigenous and religious associations. The capacity of these CSOs should be enhanced to enable them to articulate issues of concern to women and their communities and in the long run, contribute to shape 'Nigeria's political future particularly as it concerns women's issues. Training activities along the CEDPA model targeting CSOs should cover topics like mobilization, advocacy gender and development, net working and coalition building transparency and accountability, program development and management, community government relations, etc.

Increased Capacity Building of Politicians and Political Party Officials

This activity should target politicians at the three tiers of government. The aim should be to sensitize the politicians on the need to treat "women's issues" as an integral part of the structural question in the Nigerian society, and to incorporate gender equality on an integrated political agenda. For instance, there is the urgent need for advocacy to address the following:

- (a) Systemic barriers in the electoral system and procedures, which limit women's ability to participate
- (b) political agenda and constituency needs imbalance
- (c) Treatment of women and their issues as key concerns within the context of the wider parties interest.
- (d) Encouragement of women and gender -supportive male politician to champion women issues as political alternatives.
- (e) Development of political campaigns around issues that have an appeal to women.

Continued Advocacy And Capacity Building On Women In Politics

As it is else where in the world, women in Nigeria contribute often in unacknowledged ways, to the GDP and for these and many reasons there is the urgent demand for an enabling environment. To this end activities should be targeted at women as:

- Party Supporters And Voters
- Politicians
- Elected/Appointed Representatives

In addition efforts should concentrate on

- Increasing accessibility to appropriate information in terms of knowledge of the process, civic culture and ethics, democratic norms, awareness, about the institutions of governance and politics, constituency building, feminization and true concern for gender equality. Continual awareness and sensitization on the need to capitalize on a women's agenda in order to enhance women's democratic experiences is imperative.
- Enhancing the personal skills of elected/appointed women to enable them take on the added role of promoting the gender agenda-often times, gender is not a priority for women in appointive and elective representation. With their multiple identities, gender has to compete for relevance and often, the gender game is played as a last resort when the women are faced with choices.

SO 12: Sustainable Agriculture and Diversified Economic Growth

The Mission's new Strategy identifies three critical areas that contribute to the poor state of Nigeria's economy, particularly in the rural sector: 1) poor performance in the agriculture sector; 2) inadequate financial services supporting private-sector expansion, and 3) a poor environment for private sector growth. Thus, the new SO 6, while building on what was done under SO2, has both a greater rural orientation, and is more clearly focused on overall private sector growth rather than privatization, macroeconomic management, and macroeconomic reform as was its predecessor.

Additionally, while environment is not listed as a critical area (as noted under Section III above), it falls under SO12. Whatever environmental activities the Mission may be able to fund over the next five years will be under the purview of the Mission's Environmental Officer, who is a member of the SO12 team. Aside from these considerations, environment (at least the "green" domain) is inextricably related to any form of human (and animal) exploitation, so it is actually embedded in the agriculture sector aspects of this SO. As was seen in Section III, it is also a cross-cutting theme of the Strategy as a whole.

The fact that efforts have already been made to include women farmers under IITA RESUP, Farmer to Farmer, and Land 'o Lakes-implemented activities under SO2 is a good start. However, under SO12, it will be very important to help IPs make sure that they are really targeting their programs toward the right farmer categories, one of which is women smallholder farmers. The only way to do this effectively is to carry out social impact assessments, (SIA) which are gender assessments at the same time, before launching or up-scaling particular activities that require extension, beneficiary commitment of additional resources (including through paying back newly available credit), and changes in farming systems (intercropping, "women's crops", more, or less intensive cultivation practices with potential implications for women's labor and men's) and related gendered decision-making within the farm household, and control over farm income. A good example is the SIA done by IITA on soybean production in Benue State.

A more general caution, which should apply to media and extension campaigns oriented toward women and men, smallholders and commercial farmers, is what might be called "honesty in advertising". It is very important that IPs not make claims about the likely increases in yields, "green revolutions", and the like, that are unsubstantiated in the local context.¹¹ This is particularly salient in Nigeria, where "get rich quick", "boom and bust" mentalities coping strategies abound, and where it is not at all clear that there will be anything "instantaneous" about revenue gains and improvements to soil fertility any of the technologies on offer, even those that are more conservative, such as changing cultural practices on cowpeas, in part to increase biomass in the soils.

One of the elements that must be addressed as well in all the agriculture activities is the local situation in terms of security of land tenure, analyzed by gender or sex differences.

¹¹ See particularly IFDC-DAIMINA brochure currently available and distributed inter alia.

USAID has expressed the desire to learn more about women's security of tenure, but there are also questions to be answered about security of tenure for men who are smallholders. Since many subsistence-level farm households are able only to produce enough food for only 70 days out of the year (e.g., in Kano State) on an average of one hectare of land, it is likely that there are landless households who are providing farm labor, including women-headed households. This has significant implications for use of improved inputs, as is well-demonstrated in the farming systems literature--much of which has been produced by IITA over the years. It will also have an impact on a number of the good suggestions for cultural improvements made in the Environmental Assessment.

Security of tenure and gender differences in usufruct and ownership rights are also significant for the kinds of commercial, export-earning cropping systems proposed as a result of the Chemonics-implemented agribusiness project (see "Success Story" on gum-arabic above. The prevailing wisdom among Nigerian "Aggies" seems to be that only men own trees and tree crops, for example. If this is true, then an emphasis on improved cashews, gum Arabic, and other cash-earning tree crops is likely to benefit male farmers only, possibly to the dis-benefit of women farmers and their children. One possibility to mitigate such dis-benefits is to see to what extent women farmers can produce seedlings and suckers, as well as participating in producing the value-added from improved post-harvest storage and processing.

The same kinds of issues should be raised about aquaculture, and about export of hides. Women with sufficient assets (retired civil servants and others) are apparently beginning to invest in aquaculture in the North and elsewhere. Preparation of hides for export almost certainly has a gendered set of implications. Women are usually in charge of milk and the sale of milk even from large stock owned by male family members. They own their own small stock, and can thus control the proceeds of sale of poultry, sheep and goats. Some women among the Hausa-Fulani may also own large stock, including cattle and camels, or have rights in them.

These are the sorts of issues of traditional and modern tenure, ownership and access to assets (including non-micro credit) that should be explored under the smallholder and commercial farm activities slated to help improve the performance of the agriculture sector under SO12 (see Annex 4).

Another set of issues relates to market access, a key element under this SO. There are already plans for market information systems for (commercial?) farmers under SO2. If, hopefully, there are also plans for smallholder market information systems, that would allow any smallholders who are able to produce surpluses for sale to sell them on better terms, again, how women and men are able differentially to access such information should be understood before the systems are put in place. If, for example, the system is to use IT and websites, it will only be accessible to commercial farmers. If it is to include radio broadcasts, it may be accessible to smallholders as well. Then, as in other media-based programs, it will be necessary to determine who has access to radios when the programs are likely to be broadcast.

In almost all such programs elsewhere in Africa, in agriculture as well as in other sectors such as RH/FP and non-formal education, this has been an important issue. It is particularly important, for example, among cattle-keeping peoples, where the man takes the radio with him (daily or on transhumance), while the woman remains without the radio at home. Community radio programs in local languages and dialects may be the best way of reaching both men and women, if the timing of broadcasts is correctly established to address the target audience, however.

As we have noted, women traders are many and widespread in Nigeria. Even women in the North who are in seclusion engage in petty trade, usually in prepared foodstuffs, caps, and other small artisanal items. Some, however, engage in larger-volume and longer distance trade through a series of intermediaries. Women in the Middle Belt and in the South, who are known as significant traders, have higher volumes and a larger radius of operation. These are significant stakeholders for improved access to markets, and may be crucial intermediaries for women and men farmers. They are also key players in the non-formal, non-institutionalized rural credit sub-sector.

Under the IR “Increasing the private-sectors’ access to critical financial services”, the implications for women and men in the downstream, micro-enterprise development area, particularly in the rural sub-sector, has been well-analyzed, and the upcoming RFP is likely to cover these issues well. The upstream financial markets and banking area may be covered under the same RFP, or may be dealt with separately.¹² One caveat seems to be that the experience with Community Banks in the past was not entirely positive.

Another is that when providing planned assistance to Nigeria’s formal financial institutions so that they will eventually provide micro-finance intermediation and create and expand the range of financial instruments available to the private sector, differential requirements--whether overt or hidden--for the solicitation, acceptance and processing of applications from women-owned as well as men-owned firms, should be surfaced and addressed. This should also be done for policy reform leading to newly-available long-term financial intermediation and financial products.

Finally, under the IR for improving the environment for private sector growth, the issues raised earlier about the differential impacts of macroeconomic policies on women and on men (and on the poor and extremely poor versus those who are better off) should be taken into account as the macroeconomic policy reform process continues. There is a lot more knowledge and literature available on pro-poor policies, engendering budgets, and the like than was the case when the transitional strategy was development (see References). The role of the PRSP, whose development will also be supported here, has already been discussed in Section III and again in this Section under SO11.

Support to create an enabling environment for foreign direct and local investment by reducing restrictive policies can also be a gendered process. It may be noted that an

¹² Since the draft RFP had procurement implications for the companies fielding the Assessment team, and a sanitized version was not available during the team’s visit, we can only speculate on what is covered.

additional issue under this IR or sub-IR should be addressing corruption and other unhealthy practices on the part of the private sector as well as those already enumerated that are largely public-sector related. The proposed “third prong” that will “focus on establishing public-private partnerships to leverage productive investment opportunities, such as in support of the African Growth and Opportunity Act (AGOA) is yet another area where there has been some analysis that purports to show that the benefits to women workers and women-owned firms under AGOA are not necessarily obvious (see UNIFEM-sponsored workshop, Senegal, 2002, Proceedings, inter alia).

Suggested Activities:

The major suggestions from the Gender Assessment Team for SO12 are not additional activities, but rather greater and more refined attention to gender issues and disparities under existing and planned activities, as indicated in the previous sub-section. The exceptions are, however, as follows:

1. Assess the comparative advantage of continuing research on improved bananas, as opposed, for example, to testing and if appropriate, multiplying the new WARDA rice variety that seems highly adapted to the semi-arid areas of Nigeria, even where soils are particularly poor.
2. Explore the possibility of increasing soy bean production both as a way of improving soil fertility and improving food security, including for women-headed households.
3. With existing programs elsewhere, or other-donor programs, combine distribution of improved stoves with other activities for women’s groups, including literacy training where desired. Improved stoves have been demonstrated to have a significant positive impact on women’s health, as well as saving scarce fuelwood resources, and to some extent at least, reducing women’s labor burden and time constraints.
4. Target labor-saving processing activities to women—and men—who are PLWHA or PABHA, who may no longer be able to carry out on-field tasks, but who are still able to do processing activities, especially those that save labor and are addressed at home consumption. Alternatively, they can also be targeted for processing activities related to cash crop production, which would be likely to increase needed revenues for medicines, labor substitution, schooling for children, and funeral expenses, as well as the care of AIDS orphans.
5. Extend—through Farmer to Farmer or Land ‘o Lakes or IITA—known methods for post-harvest storage, improved processing of horticulture and cereal crops, quality standards for cash-crops for export to women and to men. For example, if the cassava processing activity already being funded proves efficient and cost-effective, then up-scale and extend it elsewhere in the country where cassava is produced, especially as cassava is usually a women’s crop and a crop cultivated by poorer farmers.

There is already a great deal of this kind of information available from other African countries as well as from earlier donor-assisted agriculture sector programs in the past,

and much of it is available at IITA or through GGIAR. It is crucial, given limited resources and the need to scale-up extension of , and access to proven improved productive technologies as quickly as possible, after appropriate adaptation, if necessary. Following on the kind of gendered SIA discussed above, scale up the extension of some of the IITA-bred cultigens in Bauchi State and Katsina or Kaduna, as appropriate, as well as the more proven aspects of the IFDC-DAIMINA program. This is preferable to reinventing the wheel, or accidentally extending inappropriate methods that have succeeded in the US, or other regions, but have already failed elsewhere in Africa in like socioeconomic and (micro) ecological circumstances.

Recommendations for SO 12:

Most of these recommendations are embodied in the main text of this sub-section as presented above. They are also discussed in some detail in Annex 4.

1. The primary over-arching recommendation is to take gender differences – especially as they affect access to the factors of production, including labor and credit—into account in the design and implementation of all activities under this SO.
2. To do this, as necessary, fund gendered Social Impact Assessments before new cultigens, farming systems, or processing activities are adapted and introduced through extension or demonstration projects.
3. To the extent funding allows, implement in a gendered way the recommendations of the Environmental Assessment. It is possible to design these such that HIV/AIDS funds or other funds, including those for Economic Growth and Agricultural Production, can legitimately be used to support them.
4. Where policy change is being supported, it is critical to examine the differential impacts on women and on men. Macroeconomic policies are not gender neutral, and neither are budgets.
5. Support by the Mission to the PRSP process should help to ensure that the Gender thematic group is actually funded and that its recommendations are taken on board.
6. In expanding access to financial intermediation for the private sector, make sure that formal institutions do not de facto discriminate against women, or PLWHA, or any other largely excluded group or social category.
7. Improve or re-think existing PR materials of various IPs so that they are not misleading or create false expectations on the part of those who are the anticipated beneficiaries and also GON collaborators and private sector partners.
8. Include the bigger women traders and their associations in the macroeconomic stakeholder policy discussion process. (This is now actually under SO 11, but is the “other hand” to what was done under the Prospect Project with SO 2 funding.
9. Take on board what the Afro Barometer Study “Down to Earth” has to say about the attitudes of the survey sample toward market liberalization and privatization of economic interventions, in planning private-public partnerships.

10. Include combating symbiotic private and public sector corruption in the sub Irs for increased private sector growth and investment, as well as that for financial intermediation.

SO 13: Improved Social Sector Service Delivery

Building on the significant gains made under the current transition strategy is perhaps simplest under this new SO. It takes on only part of the formerly integrated SO3, and streamlines elements “to maximize the opportunities for synergistic impact while at the same time retaining their unique sectoral foci”. Of the three elements, FP/RH, CS and education, the Mission has had the least experience with education, having started only a year ago. That is one reason for the proposed Education Sector Assessment under the Analytical agenda.

In conducting a gender analysis of the proposed activities and programs under the SO7 USAID Country Strategic Plan, the aim is primarily to take into consideration gender relations and how it impacts on equitable access to education and health services by males and females in Nigeria. In order to maximize the potential impact of the proposed programs, it is important to ensure that no group of individuals is inadvertently or otherwise disadvantaged due to his or her gender. The broad goal therefore is to achieve gender equity in the participation and access of Nigerian men and women to programs and services. By examining different sex and gender roles and the institutional structures that reinforce inequity, gender analysis of the proposed Country Strategic Plan (CSP) will address the potential effects of gender relations on the program outcomes and the relative status of women.

Highlights of the Transitional Strategy and Proposed Country Strategic Plan 2004-9

Since the commencement of the Fourth Republic, the Transitional Strategy (TS) on education and health were separate SOs (3 and 4). The main objective of the education sector programs was to strengthen Nigeria’s ability to lay the foundation for education reform. The programs under SO3 aimed at

- Improving literacy and numeracy skills (of teachers and pupils)
- Mobilizing community-based participation in developing priorities for education
- Providing policy support, and
- Supporting youth workforce development

The health sector focused on the promotion and use of health and family planning services. The program areas covered included:

- Reproductive Health (RH)/Family Planning (FP): increase in contraceptive protection
- Child Survival (CS): Polio Eradication Initiative, National Committee on Food and Nutrition, Nutrition Policy/Plan of action
- Roll Back Malaria

The proposed CSP aims to build upon the current transitional strategy using a more streamlined and integrated approach, with emphasis on sustainable development.

Furthermore the concept paper proposes an integration of RH/FP, CS and education programs under one strategic objective (SO7). The three main areas of SO7 under the CSP are:

1. Demand for Services (Increase in knowledge and skills in communities): This would involve raising awareness, increasing demand and training in advocacy skills.
2. Increasing access to Quality Service by training health care providers and teachers, increasing supply and access, program repositioning and improving school quality.
3. Improving government support for social policies by improving policy development and implementation and teacher training curriculum reforms.

This report assesses issues of gender equity in the TS in order to make practical and realistic assessment of the activities under the CSP. The activity involved discussions with SO team members, IPs, NGOs, donor agencies, academics and review of literature (see attached list of contacts and bibliography).

Gender-based constraints to equitable participation.

Gender differences are reflected in impact of health and education sector activities impact on males and females in Nigeria. Tables 5 and 6 are examples of some indicators which reflect disparity between males and females in the education and health sectors. As literacy rates, enrolment and attendance ratios make abundantly clear females are at a disadvantage in educational access, especially in the north. Furthermore, Table 6 shows that women are disadvantaged in terms of FP services, particularly those who are uneducated, young and live in rural communities in Northern Nigeria.

Table 5: Some indicators which have implications for gender equitable access to and participation in education services

<i>Selected indicators:</i>	<i>Male</i>	<i>Female</i>
	(%)	(%)
Literacy rates in Nigeria	58	41
Literacy rates in Southwest Nigeria (SW)	74	55
Literacy rates in Southeast Nigeria (SE)	74	60
Literacy rates in Northwest Nigeria (NW)	40	22
Literacy rates in Northeast Nigeria (NE)	42	21
Primary school gross enrolment ratio	84	77
Primary school net attendance ratio	57	53
Primary school net attendance ratio (SW)	82	81
Primary school net attendance ratio (SE)	81	78
Primary school net attendance ratio (NW)	32	24
Primary school net attendance ratio (NE)	41	37
Primary school net attendance (urban)	74	70
<u>Primary school net attendance (rural)</u>	<u>52</u>	<u>47</u>

Source: MICS 1999 (FOS/UNICEF, 2000)

Table 6: Some indicators which have implications for gender equitable participation and access to FP services

<i>Selected indicators:</i>		<i>Male</i>	<i>Female</i>
	(%)	(%)	
Knowledge of contraceptive methods		83.4	64.4
Knowledge of contraceptive methods (SW)		93.8	87.2
Knowledge of contraceptive methods (SE)		93.4	81.6
Knowledge of contraceptive methods (NW)		72.0	42.2
Knowledge of contraceptive methods (NE)		61.4	35.4
Median age at first intercourse	20.3		17.8
Current use of contraceptive methods (married people)		31.8	15.3
Current use of contraceptive methods (uneducated)		12.0	6.0
Current use of contraceptive methods (primary school educ)			38.2
19.9			
Current use of contraceptive methods (urban)			39.3
23.4			
Current use of contraceptive methods (rural)		28.9	12.0
Contact of female non-users with FP providers	-		89.9

Source: NDHS 1999 (National Population Council, 2000)

What are the impediments to equitable participation and access to educational and health services? Interviews and literature review revealed several factors at the household, community and institutional levels which serve as constraints to gender equitable participation (see Table 4). These factors relate to areas in which USAID currently operates and to some extent reflect contextualized experiences. For the education sector, at the household level, the major negative factor relates to attitudes about the relative worth of educating girls as opposed to boys and attitudes to women generally. These in turn cause biases in school enrolment, attendance, retention, early marriage, child labour (mostly with girls hawking), ignorance/misperceptions and illiteracy which tend to perpetuate the status quo. At the community level, there is low involvement of women as teachers or as community representatives in developing agenda for education, especially in rural the North. This is because the entry points to several communities are male dominated, there are more male teachers in public schools, the school/class environment is not sufficiently gender sensitive. Table 7 summarizes some of these pertinent characteristics as reflected in the observation of four schools in Kano that were visited during the field trip undertaken in the course of this assessment:

Table 7: Some pertinent characteristics of schools visited in Kano

	<i><u>Schools Visited</u></i>			
	1st	2nd	3 rd	4th
Type of school	public	public	public	Quar'anic
Location	rural	rural	rural	rural
Male/Female number in IRI class	54/13	48/11	9/1	-(more girls)
Male/Female ratio in IRI class	4:1	4:1	9:1	1:2
# Male/Female teachers in the school	14/1	14/2	3/0	More males
Gender of master teacher	Male	Male	Male	Male
No of girls in primary six	2	3	1	-

For the health sectors, socio-cultural impediments grounded in negative attitude towards women serve as a key factor. Consequently, early or forced marriage, early initiation to sex, rape, power relations between teenage wife and older spouse, poverty, illiteracy and ignorance place women at double disadvantage for access health services. Furthermore, family/societal disapproval, community gate-keeping by males, and misperceptions about gender roles and responsibilities in relation to health matters serve as constraints.

At the institutional level (public and private) access to education and health services is gendered because of unavailability of gender disaggregated data, diffusion of responsibility arising from duplication of efforts and inadequate dissemination and collaboration among stakeholders. From interviews it was observed that many organizations are aware of gender mainstreaming of activities, there is little demonstration of understanding of the essence of the process. Consequently, there is little sensitivity to gender constraints to equitable services delivery and responsiveness to bring about positive changes.

In general, the above discussion shows that in order to address the gender-based constraints relevant to the education and health sectors, the following category of people should be focused upon to maximize the potential of the programs for both men and women:

- Female teachers
- Women's organizations, mothers teachers association (in situations where men and women are not encouraged to hold joint meetings with men), as
- Community pressure groups to develop community educational/health agendas
- Rural women, illiterate women, young (teenage) women, women in northern states (by most indicators, these women have been and continue to be disadvantaged in terms to services)
- Urban, southern males
- Program implementing organizations

Table 8 summarizes the gender constraints

Gender-based constraints	SO	Region	Rural /urban	Biased against		Effects
				F	M	
1. Gender bias in school enrolment,	E	N	R, U	X		Less number of females to benefit from services
2. Gender bias in school attendance	E	N	R, U	X		Less number of females to benefit
3. Gender differential in retention	E	N	R, U	X		Less number of females to benefit
4. Preference for Qur'anic, Islamiyyah or less formal school arrangement	E	N	R, U	X		Less number of females to benefit from services
5. Child Labour	E	NS	R, U	X		Less number of females to benefit
6. More male teachers in public schools	E	N	R, U	X		Absence of female role models
7. More male master teachers	E	N	R, U	X		Fewer female role models, gender insensitivity in classroom
8. Insufficient qualified female teachers	E	N	R, U	X		Less number of females to benefit; gender insensitive school environment; reduced participation of females in increasing demand for girls education.
9. Low involvement of women in community initiatives and agenda development	E	N	R, U	X		Inhibit women's (community's) support for increased demand for girls' education
10. Poor physical/environmental conditions of the school	E	NS	R, U	X		Environment perceived to be less safe for girls particularly in the north
11. Disabling Environment – not sufficiently gender sensitive, friendly, or youth friendly	E, H	NS	R, U	X		Less motivation for increased GER, NER and retention rates for girls
12. Poverty	E, H	NS	R, U	X		Opportunity costs for girls education or seeking health service is higher
13. Illiteracy	E, H	NS	R, U	X	X	Demand for education (particularly for girls and health services is low; lower CS rates
14. Some interventions reinforce the status of women (e.g., vocational skills training)	E	NS	R, U	X		Unequal opportunities and choices for males and females; females are exposed to lower paying occupations
15. Entry points in many communities are usually gendered	E H	NS	R, U	X		Participation is higher among men in the north and women in the south
16. Accessing women is problematic	E H	N	R, U	X		Participation is lower among women
17. Perceived contradictions with religious doctrines and cultural norms	E H	NS	R, U	X		Participation is higher among men in the north and women in the south
18. Misperceptions about gender roles and responsibilities	E H	NS	R, U	X		Participation is higher among men in the north and women in the south
19. Forced sex	H	NS	R, U	X		Unpreparedness for FP services
20. Family/societal disapproval	H	NS	R, U	X		Demand for services is low
21. Early marriage/ Forced marriage	E H	NS	R, U	X		Unpreparedness for FP services; ignorance is high; exercise of reproductive rights is low; lower CS rates
22. Ignorance/incorrect information	H	NS	R, U	X		Low demand for services
23. Missed opportunity to motivate non-users	H	NS	R, U	X		Low demand for services
24. Relevant implementing organizations not sufficiently sensitive to the gender implications of activities	E H	NS	R, U	X		Concerns of the most vulnerable groups are not sufficiently addressed
25. Inadequate/unavailability of reliable gender disaggregated reports or data	E H	NS	R, U	X		Concerns of the most vulnerable groups are not sufficiently addressed
26. Alcoholism	H	S	R, U	X		Sexual abuse of women is higher
27. Diffusion of responsibility among the three tiers of government and among different sectors within each tier	E H	NS	R, U	X		Functions are fragmented; Lack of shared direction, up to date policies, strategies, and coordination
28. Poor dissemination of existing strategies and plan of action (including standards of practice)	E H	NS	R, U	X	X	No coordinated efforts to address the concerns of the most vulnerable groups

E (Education) H (Health) N (North) S (South) U (Urban) R(Rural)

Potential Impacts of Proposed Strategic Approaches on the relative Status of men and women in Nigeria.

1. Available literature has shown that (Interactive Radio Instruction (IRI) has the potential to improve educational quality and access for girls because it addresses obstacles to female participation. It is expected that literacy and numeracy scores of students in the targeted schools will improve. Consequently, more children will have access to quality education. However, there is a potential for significant gender disparity in favour of boys (particularly in the rural North) in terms of students reached and absence of female role models.
2. Overall, through training of master teachers, teacher training and competence in literacy and numeracy would be improved in targeted states. This presents increased opportunity for pre-service training for primary school teachers and pupils' access to quality education in the targeted states. However, significant influence in the relative status of female teachers in terms of capacity building in the targeted Northern schools may not be achieved.
3. Poverty level is high in Nigeria and education creates increased opportunities and choices for success. Data shows that the percentage of dropouts is higher for girls than boys. Consequently, equipping candidates, particularly young girls (who constitute a majority in vocational skills training in Kano and Lagos), with life skills in HIV/AIDs and conflict resolution education empowers them and reduces their vulnerability.
4. In addition to providing young males and females with a new lease of life after dropping out of school, the formal and structured vocational training improves their levels of functional literacy and numeracy skills, thus increasing the scope for further skills development.
5. In the skills training program for out-of-school youths, although acquisition of skills in traditional female-oriented trades may seem directly marketable, they reinforce subordinate roles of women and keep them in low paying jobs.
6. The Community Participation approach incorporated into the programs has the potential to increase community level participation, develop a sense of ownership and build capacity to influence desired positive changes in education and health agendas consistent with the needs of the community. However, unless deliberate efforts are made to involve females, gender-biased and unrealistic agendas will result from male-dominated community groups mostly in Northern rural areas. No doubt, gender biased agendas would not adequately take care of the needs of every group in the community and would not effectively build on the strengths of the neglected group (women).
7. Current strategies tend to benefit educated males and females who make use of community-based private and public health facilities, particularly in urban areas. It is expected that with this group, current strategies will increase awareness, demand for and access to services.
8. Low levels of awareness and demand is characteristic of illiterate, poor rural, teenage women who have little access to media and health facilities. Although, women in seclusion, rural or poor women who are not likely to be exposed to clinic-based facility have the potential of being reached by traditional birth

attendants, a concerted effort should be made to impact more on these groups of vulnerable women.

9. Women and men in the targeted areas are able to have increased access to FP/RH and CS services. Furthermore supply of FP services would improve such that more women and men can obtain their desired FP method.
10. Increasing male involvement especially in the south, has the potential to increase spousal cooperation particularly if men and women are targeted as couples.
11. Equipped with knowledge of opportunities and choices available to them, women (particularly literate urban women) are empowered to exercise their rights and make decisions that will impinge positively on their health and those of their children. The potential impact will be maximised if several groups of seemingly difficult groups such as women's religious groups and representatives of young females are targeted.

Recommendations: strategies/approaches to enhance participation and access:

The relevant strategies and approaches USAID/Nigeria can use to enhance the accessibility and equitability of its programs to men and women are being suggested within the framework of the proposed CSP largely for budgetary considerations.

Education

1. Activities aimed at increasing access to quality services in schools should include
 - Training of female primary school teachers to build capacity in effective teaching of numeracy and literacy skills, particularly in the northern sites. This can be achieved through increased involvement of female teachers in masters training for IRI and supporting pre-service training in Women teachers colleges.
 - Pre-service and in-service training programs should incorporate training in gender sensitivity in order to encourage female school retention and help schools better achieve their curriculum objective.
 - Periodical review of the scripts and materials (script analysis) to ensure that they are not gender-biased in terms of language, images of work and family life etc.
2. In the new program framework, activities to demand for services should incorporate
 - Increased involvement of women (as parents, community facilitators and teachers) in community education agenda development and advocacy.
 - Publicity campaigns to increase female enrolment, retention and completion especially in public schools in Northern Nigeria. Previous TS strategies may be enhanced by actively involving female community facilitators, female teachers, women-based CBOs and religious institutions.
 - Activities to enable youths undergoing skills acquisition training to transcend the barriers of low-paying traditional female-dominated jobs.

3. Social sector policy support activities will benefit both men and women if governmental efforts to mainstream gender into education policies are provided with technical support and capacity building of gender desk officers in various sectors.
4. Support improved policy and curriculum reforms in pre-service and in-service training and link between primary and tertiary institutions.
5. Promote national literacy program/campaign.

Health

6. NDHS 1999 report shows that 15% of women used any method of contraceptives. Also, while the level of missed opportunity to motivate non-users was high, 90% did not have any contact with FP providers. Therefore activities under the CSP should continue to target women through community- based organizations (CBOs) and health providers. Attempts to increase demand for FP/RH and CS services through improvement in knowledge and skills should also target
 - Women (and their children) in seclusion, rural, poor and illiterate women particularly in the north.
 - Sexually active adolescents in urban centres
 - Religious institutions (through building partnerships and advocacy). The NDHS survey shows that only 2.3% of male and female respondents indicated that they were neither Christians nor Muslims. Islam and the Catholic church have strong influences in the north and southeast respectively. For example, a respondent at the catholic secretariat noted thus “We pride ourselves on the fact that we have grassroots’ presence in terms of our structures in every corner in this country”. Some IPs under the current transitional programmes have made inroads into religious institutions and clinics. Increased involvement of women and men through religious-based groups and support of leaders, can clear misconceptions about contradictions with religion and women and men’s religiously prescribed roles. It also has the potential of enhancing spousal communications.
7. There are several organizations (public and private) with overlapping interests working in similar communities and with similar CBOs. The effect is a tendency to recycle the same community members through for several programs to the disadvantage of others. Efforts should be made to strengthen public/private collaboration in drawing up agendas to cover the concerns of different community groups. Through regular and open communication and cooperative planning, such collaboration would be mutually reinforcing and should leverage on other donor activities rather than duplicate efforts and resources. This calls for a multi-

sectorial and multi-agency approach to maximize the benefits of USAID programs and activities.

8. Leverage on men's high involvement in reproductive health in the north and low levels of utilization of reproductive health services in the south by increasing male involvement in promoting support for women's reproductive rights and utilisation of health services by women.
9. Strengthen IPs, NGOs, government and communities to be accountable in terms of being able to provide gender disaggregated report and impact assessment . This would enable them create gender sensitive management systems and effectively mainstream gender into the programmes. (This is applicable to both SOs).

Governmental policies and programs and opportunities for collaboration between USAID and GON

Governmental policies and programs that are geared towards improving gender equity in education include:

- National Policy on Education (1981, 1985, 1998)
- Achievement of universal primary education which was later extended in 1999 to achievement of universal access to basic education (UBE) (up to junior secondary education) ; Basic Education For All
- The 1992 National Program of Action on Survival, Protection and Development of the Nigerian Child (NPA) aimed to achieve 100% enrolment and completion rate in primary education. Furthermore, it aims to reduce illiteracy rate among adult females from an estimated 61% to 30.5% by year 2000
- The National policy on Women (2000)
-

Activities and programs to provide education for disadvantaged females and males include:

- Marketplace workshops for drop-outs
- Meeting of all inter-ministerial sectors on women's issues
- Girls' education movement
- Nomadic education
- Mass Literacy Programs

In the health sector, policies and activities include

- National Food and Nutrition Policy (1995)
- National Program of action on Food and Nutrition
- National Population Policy for Development, Unity, Progress and Self Reliance (1988)
- Breastfeeding Policy (1994)
- National Policy on Women (2000)

- Supporting child rights through the National Council of Child Rights Advocates of Nigeria
- Female Functional Literacy for Health
- National Program on Immunization
- National Adolescent Health Policy (1995)
- Maternal and Child Health Policy (1994)
- National Health Policy and Strategy (1998)
- Draft National Policy on Children (2002)

From discussions with various stakeholders, it was observed that more effective and concrete collaboration between the GON and USAID is necessary and desirable for a more effective impact of programs. Yet such collaboration seem problematic. As one of the interviewees observed:

“ Who will drive the process of collaboration between IPs and the government? IPs try to collaborate but it is difficult. The collaboration is just on paper.”

Areas of collaboration between USAID and government of Nigeria should include

- **Strengthening of information-sharing and collaboration in service delivery between government and NGOs**
- **Strengthening of interagency gender desk officers to mainstream gender into policies and programs, monitor implementation and evaluation.**
- **Strengthen government to be accountable by providing technical support for sustained gender disaggregated data collection, management and efficient use for policy reforms and intervention.**

Gender issues that have the greatest impact on Nigeria’s economic development:

Interviews conducted during the course of this assessment and literature emphasize the significance of improved access to strategic resources as the greatest gender issue that has the potential for significant economic and human development. Despite some level of success achieved by some NGOs and Community Partners of Health in reaching target groups, there are obstacles to achieving intended results because of constraints in providing assistance for income generation. A CPH group observed:

“We are concerned about income generating activities. How do we train our women /youths to empower them economically? ”

No doubt, an integrated and streamlined approach proposed in the CSP for 2004-2009 has the potential to engender sustainable development if it focuses on increasing access to strategic resources in terms of education, skills (income) and decision-making. Women being the most disadvantaged. This stresses the potential multiplier effects of education

and associated economic empowerment for the socio-economic development of Nigeria. If viewed from a whole systems' perspective, the interrelation of education with environmental, economic, political and socio-cultural issues become clearer and justifies a more holistic approach to project planning. Therefore, future programs should create links between the SOs not only to avoid duplication but to strengthen program outcomes from the planning stage.

SO 14: EXPANDED RESPONSE TO HIV/AIDS AND TUBERCULOSIS

The USAID Response to the HIV/AIDS Epidemic in Nigeria:

Nigeria's health indicators are among the worst in West Africa. Nigeria is also the country with the highest burden of HIV/AIDS in the region. In an extremely short period, almost 10 years, the prevalence rates estimated at 1.8% in 1992 have progressed rapidly to about 5.8% and from high risk groups to the general population. Information gathered in various reports and from official statistics indicate a large consensus amongst stakeholders about the severity of the infection. The POLICY Project, in collaboration with the Federal Ministry of Health (FMOH), estimates that 3.5 million adults are currently living with HIV. In 2001, Nigeria was ranked third by UNAIDS, after South Africa and Ethiopia, of nations in Africa with the largest number of HIV infected people.

The mode of HIV transmission is predominantly heterosexual and mother-to-child, although transmission from blood transfusion also appears to be high. According to the POLICY Project, a combination of many forces is driving this epidemic, including, fear, stigma, multi-partnering, gender inequity, religious and cultural practices, ignorance, and poverty. All these factors create an environment conducive to risky behaviors affecting overall health indicators in all regions and states of Nigeria.

The USAID Mission is sensitive to the enormous challenges of HIV/AIDS issues facing Nigeria. To date, USAID is one of the single largest partners and donors in supporting HIV and Sexually Transmitted Infections (STI) interventions in Nigeria. During the interval, USAID spent over US\$100,000 on HIV/AIDS and STI activities with additional input through other programs managed by Centers for Disease Control (CDC) and the Academy for Educational Development (AED).

Since 1999, following the commitment of the new, popularly elected, civilian government, , USAID/Nigeria created Strategic Objective SO4, to assist Nigeria in its transition to economic, social and political stability. SO4 links reproductive health, maternal and child health, sexually transmitted infections, and HIV/AIDS interventions. SO4 is defined as follows:

SO4: Increased use of family planning/maternal and child health/ Child survival / sexually transmitted infections/ HIV/AIDS services and preventive measures within a supportive environment.

In 2002, recognizing the signs of increasing government and civil society concerns about the epidemic, especially among faith-based organizations and the business community, the Mission expressed its willingness to earmark funds for on a new expanded HIV/AIDS control program.

Five main policy decisions appear in the new Concept Strategic Framework for the period 2004-2009:

- Creating a new separate Strategic Objective for HIV/AIDS, linking HIV/AIDS with tuberculosis; Pulmonary Tuberculosis (PTB) is one the most frequent opportunistic infections among AIDS patients.
- Targeting high risk prevalence groups (sex workers, transport workers, People Living With HIV/AIDS-- PLWHA).
- Focusing on regions/states with the greatest needs and potential impact.
- Building the capacity of NGOs and CBOs (community-based organizations) with greater capability to develop and implement effective HIV/AIDS programs.
- Under its programmatic objectives: increasing knowledge and behavior change vis-à-vis HIV and increasing access to quality services. Improving government support for HIV/AIDS policy remains the cornerstone of activities to achieve the efforts to stabilize the AIDS epidemic.

The Challenges Ahead:

As is the case in many other developing countries facing the AIDS epidemic, the true magnitude of the epidemic in Nigeria is unknown. This is due to the weakness of the health surveillance system, a lack of reporting, and the effect of hidden cases. Consequently, sentinel survey data and projections are used from a modeling package to project a trend of the epidemic over time.

In 1991, the FMOH conducted the first sentinel sero-prevalence survey in Nigeria. In this survey, and the subsequent ones conducted in 1993, 1999, and 2001, the populations selected to estimate HIV sero-prevalence were pregnant women attending antenatal clinics (ANCs), patients with sexually transmitted infections (STIs), patients with TB, and female sex workers (FSWs). These surveys show an increase in HIV infection in Nigeria: from 1.8 percent in 1991 to 3.8 percent in 1995, to 5.4 percent in 1999, and 5.8 percent in 2001.

Regional and States Variations of HIV Prevalence Rates

Prevalence rates vary from one geopolitical region to another. Large variations were observed among the “hot spot” states: Eboni (9.3%), Lagos (6.7%), Kaduna (11.6%), Benue (16.8%), Taraba (5.5%), and Akwa Ibon (12.5%).

Variations of HIV Prevalence Rates by Age and Sex

The HIV survey of 1999 also demonstrated that the greatest impact of HIV was on young age cohorts; the prevalence rate among youth (20-24) from the Southeast to the Southwest were 8.4 percent to 4.3 percent respectively. While in the state of Eboni rates over 10 percent were found. Females apparently are more vulnerable than males.

As recognized by many experts, the spread of HIV/AIDS has been greatly influenced by socio-economic and structural factors including poverty, urban migration, unemployment, gender inequity and factors outside the control of the individual. In Nigeria, as in the majority of West African countries, there are many factors that contribute to the increasing rate of HIV prevalence, such as poverty, gender disempowerment, social and financial inequality, STIs, social and religious norms, and

political and social change (e.g., labor migration and ignorance). These factors not only increase the risk of contracting of HIV, TB, and STIs by increasing vulnerability of the individual, but also affect the demand for prevention services and adoption of preventives measures.

According to the 1999 National Demographic Health Survey (NDHS), the median age at first marriage was 17.9 years (ranging from 14.6 years in the Northwest to 20.2 years in the Southwest). The NDHS survey reported 8.3% of males 15-19 have had sex by the age of 15 and 16.2% of girls in the same age group also had sex by the age of 15..

From documentation as well as interviews with health providers and health managers, data clearly indicate that women, especially girls, are the ones that suffer the burden of the HIV/AIDS epidemic and its consequences. However, women and girls have the least amount of access to services that could prevent them from being infected or from being stigmatized.

The poor reproductive health status of adolescent Nigerians is due to a lack of awareness and knowledge of relevant issues among young people, limited access to services and credible sources of information.

With respect to both reproductive health and HIV/AIDS, a large number of cultural and religious practices are widely present in Nigeria's population, and seem to be the strongest driving force of the HIV/AIDS epidemic among females.

Table 9 is a mapping of gender problems, their impact on males and/or females, and their effect on reproductive health and HIV/AIDS.

Table 9
CRITICAL GENDER- BASED PROBLEMS BY AREAS AND EFFECTS

<i>Critical gender-based problems identified</i>	<i>Areas</i>	<i>To whom it is harmful?</i>		<i>Effects</i>
		Male	Female	
<i>Reproductive Health, HIV/AIDS related</i>				
1. Early and forced marriage	N			Teenage pregnancy, psycho-organic disorders
2. Widowhood rights and inheritance rights	S		X	Disempowerment of women, making women vulnerable economically and at risk for being infected by HIV
3. Permission from sexual partner to use contraceptives	N,S		X	Same as above
4. Female genital mutilation (FGM)	S		X	Disempowerment of women, violation of women's human rights
5. Intolerance, denial towards men having sex with men (MSM)	N,S	X	X	MSM's do not have access to health services and this increases

				the vulnerability of women to being infected in bisexual relationship
6. Male circumcision	N	X		Measures protective for men against HIV/AIDS and STIs
7. Decision-making to negotiate safe sex	N,S		X	Women are unable to protect themselves against HIV/AIDS, STIs and unwanted pregnancies.
8. Domestic sexual violence	S			Women are stigmatized, increased risk for STIs and HIV
9. Being blamed if raped or sexually abused	S		X	Same as above
10. Double standard on having multiple sex partners	N,S		X	Women and their offspring at risk for being infected by STIs and HIV
11. Spouses hospitality	N,S		X	Increases risk of women to being infected by HIV & STIs, decreases self esteem of women
12. Woman in Purdah	N		X	Deprivation, women having no access to services
13. Female prostitution permissible	S		X	Spreading HIV and STI amongst the general population

Source: E. G n c  & Gender assessment team, Feb.2003

From interviews conducted with stakeholders and donors, twenty-nine gender-based problems were identified and thirteen of these affect the well-being of women and girls and create conditions that expose them widely to HIV/AIDS, STIs and TB. Gender inequity affects the reproductive health and HIV/AIDS programming in many ways:

- In some places, especially in the North, early and forced child marriage is very common resulting in high mortality, genital fistula and risks of HIV and STIs;
- The male child is preferred to the female child resulting in de-investment in women;
- Widowhood rites and inheritance rights lead to disempowerment of women, increasing their risk;
- Permission from sexual partner to use contraceptives;
- Decision-making to negotiate safe sex is not a right for women;
- Domestic sexual violence such as rape and sexual exploitation is widely prevalent;
- Being stigmatized or blamed if raped or sexually abused women keep silent and look for care;
- Double standard on having multiple sex partners acceptable for men and not for women;
- Chastity before marriage is recommended for females and not for males;
- *Sharia* law which implies physical violence to men suspected of adultery; and
- Spouses' hospitality (regional practices) may encourage men exposing their wife to HIV infection and STIs.

In addition to these issues, sexual exploitation, especially of young girls, is widespread in schools and the workplace. By the age of 16, the majority of young girls live in dormitories while attending secondary school, away from the supervision of their parents and exposed to solicitation by older men.

According to the *National Study of Sexual Exploitation of Children* conducted in 2001 by the Federal Ministry of Women's Affairs and Youth Development, two out of five secondary school children (**girls??**) interviewed admitted to at least one pregnancy. Over 900,000 births to adolescents occur every year. Approximately 150 out of 1,000 women who give birth in Nigeria are 19 years old or younger. So the danger is extremely high for the girl child to have an unwanted pregnancy as to be infected by HIV/AIDS and STI

Tony Barnett and Alan Whiteside, in *AIDS in the Twenty-first Century*, report that, based on a study in Nigeria (EDET 1997), a woman may end up having three sex partners at the same time to make her way through University: her teacher (to ensure good marks); a 'sugar daddy' to pay her fees and living expenses; and her boyfriend.

Women also experience unequal social roles and vulnerability compared to men. The ratio of male to female, which is by now one to one (1:1), demonstrates the way in which gender inequity affects the incidence rates of HIV, STIs and TB among women. Therefore, correcting gender imbalances is a MUST if we want to control the coming wave of the AIDS epidemic in Nigeria; it will depend upon improving women's social and economic status as well as increasing men's responsibility.

Activities of Implementing Partners (IP) Under SO4

Under SO4, USAID/Nigeria's HIV/AIDS program is being implemented by eight different US-based development PVOs and for-profits. The size and the characteristics of their programs cover a large spectrum of activities from prevention, care and support to capacity building to distribution of commodities.

Family Health International (FHI)/IMPACT

For the period 1999-2001, IMPACT received the largest funding from the Mission, over \$12 million for HIV/AIDS. FHI's activities, targeting four states in Nigeria, provide a comprehensive program including BCC, VCT program, OVC, behavioral surveillance surveys, STI treatment, and capacity building. High risk populations, specifically sex workers, long distance drivers, military personnel, and in and out of school youths are targeted for prevention activities and behavior change. FHI/IMPACT is also involved in limited care and support programs for orphans and PLWHAs.

BASICS II

BASICS II is working on child survival (CS), including routine immunization, nutrition and malaria. Through a community-based approach called CAPA (Catchments Areas for Planning Action), BASICS II is involved in strengthening community members' awareness of childhood illnesses and creating demand for services. BASICS II has also built the capacity of primary health clinics to respond to increased demand for services. Currently, BASICS II is working in three states: Southeast, Southwest and the North. Twenty-two local governments (LFA) are being targeted for interventions and almost 157

CAPAs are functional. In the South, the male/female ratio is about 6:4 while in the North, it is predominantly male.

CEDPA/Nigeria and Africare

CEDPA's integrated health program for about \$1.8 million addresses issues of reproductive health, family planning, HIV/AIDS and women's empowerment through a community-based approach and capacity building at the grass roots level. It also focuses on facilitating Democracy and Governance (D/G) programs to empower women.

The two pronged family planning/reproductive health services and D/G approach seems to work well according to Dr. Nneeka, a senior advisor at CEDPA; there appears to be synergy between the two.

CEDPA has also been engaged in implementing D/G projects by building the capacity of civil society, specifically women in development and the political processes that affect their lives. In this process, CEDPA operates through partner organizations and grassroots CBOs working on reproductive health. CEDPA is also providing support on micro- credit management, social mobilization and community empowerment. A new program named "PACE" is underway to support greater advancement of women's participation in the political process. This organization has built up a wealth of experience in this field. These lessons learned could be a valuable resource. It is hoped that the Mission will continue to support and scale- up their best practices.

Johns Hopkins University/Center for Communications Programs (JHU/CPP)

JHU/CPP, in collaboration with the Nigerian Youth Empowerment Foundation and a network of youth serving organizations in Lagos, has developed a communication intervention through a Hotline referral system for youth and young adults. The hotline provides information, confidential counseling and testing, and related reproductive health issues. The project also enhances the capacity of youth organizations in communication skills.

This project is very promising; it could be a perfect channel to target the hard-to-reach groups such as the PLWHAs, MSMs, drug users and women victims of sexual abuse. It provides an avenue to learn and discuss "hot issues", but the coverage of the program is low compared to the population targeted. A similar experience, the "Blue Line" developed by the Foundation Promoters Objective Zero-AIDS in Haiti receives over 1,000 calls a month. This hotline has been in operation since May 1998. There is room for exchange experiences between the two organizations.

Futures Group International/The POLICY Project

The POLICY Project, a \$2.2 million activity for 2001-2002, is being implemented by the Futures Group International. Its aim is to work primarily at developing a supportive policy environment for HIV/AIDS programs that facilitate the national response to the epidemic. This program has been successfully building a very large momentum by creating awareness and changing attitudes amongst stakeholders.

AIDSMARK

The AIDS Social Marketing Project received \$4.5 million for 1999-2001. Working in collaboration with local partners, PSI/SFH uses a behavior change communication model to create national demand for condoms and other HIV/AIDS and reproductive health services. This intervention is jointly funded by the British Department for International Development (DFID) and USAID. It is an interesting community-based model aimed at reaching high risk and non-core groups.

CDC and AED have recently started their interventions. Their activities cover a wide scope domain which includes: training of providers, peer education, and building-up the capacity of health facilities and workplaces.

Major Findings

1. In the past two years (2000-2002) a large momentum and spectrum of activities have been implemented under the USAID funded program for addressing the HIV crisis in Nigeria. SO4's major achievements include a successful social marketing program with a 105 million condoms sold in FY 2001; development of the Catholic Church's national Policy; an awareness campaign reaching 3 million people; increasing the capacity of 60 local NGOs; and provision of ongoing care and support for PLWHAs. The HIV/AIDS EMERGENCY Action Plan (HEAP) framework has clearly been a catalyst in that momentum. Although HEAP has its own limitations as a short-term emergency plan with good intentions, there remains a need for the country to go through a systematic process of designing a national strategic plan. Such a process would provide a good opportunity to check and balance the gender roles affecting the HIV/AIDS epidemic.
2. Data from various Nigerian behavioral surveys and studies have shown an increasing level of awareness of AIDS in almost all groups, but still the level of knowledge and risk perception is quite low and not sufficient to create a supportive critical mass conducive to the adoption of safer behavior. There are also numerous beliefs, inaccuracies and myths that could be counter-productive to the IEC efforts. In addition, denial, stigma and discrimination, which are very strong in parts of the country, pose additional challenges for the IEC strategy. Another observation drawn from interviews indicates as much as IP as much you have IEC strategy. NACA is aware of this issue and a working group has been set up.
3. Data collected from various sentinel surveys indicate an increasing HIV prevalence rate among women and youth. This trend of the epidemic, named feminization and "juvenization", calls for more attention from health planners because women and youth represent large segments of the total population of Nigeria. Yet in Nigeria, gender issues and traditional values place women, especially girls, in a more vulnerable situation.

Targeted interventions for youth and women need to be gender –sensitive so that they can respond to the range of gender problems faced by girls and women.

4. Targeting high risk prevalence groups, especially sex workers and their clients, is an appropriate and rational intervention. Commercial sex work is very commonplace in Nigeria, occurring in brothels, residential areas and on the streets. It is prevalent in all cities, especially at junction towns where the long distance truck drivers stop overnight. Although the actual number of prostitutes is unknown, the stakeholders in Nigeria who were consulted believe that it is increasing because of the difficulties females face in finding ways to earn a livelihood. The majority of them practice non-safe sex (over 50 %) and risk perception is low in spite of high risk sexual activities.

There seems to have been a substantial amount of lessons learned from female sex workers. On June 6, 2002 organizations with programs in this area of health work shared information. The organizations that participated in the workshop were: NACAA, USAID, DFID, FHI, PSI/SFH, ActionAID, LATH, LifeLINK, SWANN, MSF, and WHED. Again the opportunity is at hand to draw a comprehensive behavior change strategy that could scale-up in the new expanded USAID program.

In our interviews with stakeholders, two other groups from the larger population were identified as eligible for inclusion in the next program cycle: men having sex with men-for which no actual data are available-and intravenous drug users.

5. Stigma and discrimination are very strong issues in Nigeria; as strong as religious and/or moral beliefs. People with HIV/AIDS are often thought to be responsible for having contracted HIV/AIDS because of a moral fault and/or sexual promiscuity. A 2001 study, conducted by the Centre for the Rights to Health (CRH) in collaboration with the POLICY project, shows that the majority of HIV infected individuals learned of their HIV status during an illness or in the course. In essence, they did not benefit from pre-counseling and post counseling or support that would help them cope with the disease. Two main advocacy groups lead the fight for “breaking the silence” and greater participation of PLWHAs: the Nigeria AIDS Alliances which has 300 registered members and the Women and Children for Hope which is more focused on empowering women living with AIDS.
6. Blood supply safety in the context of the AIDS epidemic in many countries is the first line of prevention measure against transmission of HIV. During the 1990s, the Government of Nigeria put a lot effort into overcoming this problem but lack of political will from the past military rule as well as lack of resources, stopped the momentum. Nigeria, and now

the focus on the major prevention overshadow the efforts to assist the Ministry of Health to increase its capacity to provide safe blood supply to the Nigerian people. Blood screening is barely done and the health system continues to use paid blood donors. Women and children are the two most vulnerable groups who receive blood transfusion. For the sake of protecting them against HIV, there is room for updating information, policy development, and capacity-building. World Bank Assistance could provide funding for this component.

7. PTB is the most frequent opportunistic infection occurring among HIV patients. FMOH reported that one third (35%) of PTB patients seen during a survey at country level were HIV positive. Comparable rates of HIV infection among male and female PTB patients were reported. Also, available data from the same survey indicate a large proportion of STI patients are also infected with HIV. Nation-wide, HIV testing is not performed for TB patients. The consultant had no information about the existence of guidelines for HIV TB co-infection care management or the wide application of DOTS in primary health care facilities system in Nigeria.

Recommendations:

Assuming the political climate remains stable during the coming elections and given the willingness of the Mission to expand their HIV program to targeting and focusing on high prevalence groups, increased use of preventive measures, the vulnerability of women and young girls for getting infected by HIV, it will be necessary for the Mission to consider correcting gender imbalances which are strongly disadvantaging women and girls.

1. ***Make women and girls the center of HIV/AIDS interventions and men as supporters.*** Increasing men's awareness and responsibility regarding the consequences of gender inequities for both sexes and consideration for men to invest in their own health related to TB, STI and HIV. Tuberculosis is an airborne disease and curable could be transmitted between both, STI is asymptomatic among women and HIV.
2. ***Strategize the VCT approach to reach both men and women.*** VCT strategy could be an open avenue to get both men and women to be part of prevention measures for their offspring and themselves. Creating incentives for both female and male partners to access counseling support and prevention information.
3. ***Increase women's empowerment.*** Increase the economic and human rights of women through linkage of D/G with reproductive health and micro credit programs. This model, which is being implemented by CEDPA, seems very promising in improving the demand for reproductive health services among women and men.

4. Are there traditional gender practices where women have comparative advantages compared to men? Conduct research studies on gender issues in traditional practices where women have comparative advantages. Explore the channels (to whom, where) and best ways to reinforce and build up women's capacity to promote and change their social status. CIDA is willing to collaborate in such ventures
5. ***Extensive training on gender issues at all level.*** Training the network and NGOs/CBOs in gender-based interventions. This type of training also needs to be extended to senior level officials at both public and private institutions.
6. ***Reaching MSMs as a potential and underground high risks groups.*** Advocate for wider tolerance of MSM. Reaching MSMs should be considered in the new program. More information needs to be collected and analyzed, and peer training and outreach interventions can be developed with the objective of reaching sexually active men.
7. ***National services for Youth.*** Youth national services is a good way to reach the youth, especially in a situation where they are more vulnerable to acquiring HIV/AIDS and STIs. UNICEF has already started by securing hours for sensitizing youth on HIV/AIDS and sexuality. Given the opportunity and the huge demand for national services from the Ministry of Education, IPs will have to look for collaboration to include gender training in these services. Engenderhealth, SMF, CEDPA and ACTION AID are working along these lines. More collaboration and mechanisms to look at specificities of the regional context are needed.
8. ***Improve sexual communication and negotiation skills for boys and girls.*** Continuing to create a supportive environment to improve sexual communications and negotiation skills among girls and boys in school and out of school is an effective way to decrease their vulnerability to contracting HIV. Regional variations between the North and the Southern regions are among the challenges that the new program will face.
9. ***TB/HIV Linkages***
Linkages between PTB and HIV have increasing cost implications that need to be considered. In such linkages, one needs to look at all aspects of strengthening for effective HIV/TB and STI interventions, including:
 - Improving existing TB services so that both women and men have better access to these services;
 - Designing TB control activities within HIV services and upgrading laboratories;
 - Establishing HIV services in TB clinics;

- Developing protocols for treating HIV related TB as others OI. Implications for using best practices (DOTS-HAART) requires anti-retroviral drugs; and
- Training for personnel on equipment and protocols at all levels.

V. SYNERGIES AMONG SOs AND COLLABORATION WITH OTHER-DONOR PARTNERS AND THE GOVERNMENT OF NIGERIA

It is useful to recall here the underlying vision of the Country Strategic Plan:

“If the 2003 elections produce a generally accepted government, the combined impact of a lower perceived risk of democratic reversal and the increased political space and competition that is already emerging in the run-up to the elections is expected to promote new momentum toward not simply maintaining a nominal democracy, but making democratic government work better through more effective civil advocacy and more transparent and accountable government institutions. This is the vision for the next five years of USAID’s work in Nigeria....To achieve this vision, the Mission proposes a strategy that focuses on improved governance and greater participation—the two sides of the accountability equation—as well s management of conflicts (deploying mechanisms by which disputes can be resolved without recourse to violence). In promoting these objectives, both government institutions and civil society will be assisted”.

Hopefully, by this point in the Assessment Report, the most apparent synergies between and among the proposed new SOs have become clear, though perhaps not highlighted as such. Thus, as was mentioned in Section III, the five cross-cutting issues--plus gender mainstreaming--by their nature allow for significant synergies across the entire results framework and underlying strategy. As was also noted in the same section and elsewhere, many of these cross-cutting themes are already embedded in the individual SOs. Thus, civil society participation cross-cuts all, but is particularly apparent in SO11, 12, and 14 in terms of activities already envisaged by the Mission as building blocks from the transition strategy period. Further, activities proposed for the new SO13 above similarly emphasize civil society participative approaches. In all instances, the concern to renew or create or strengthen the elements of a civil and civilian society at each of the geopolitical levels is quite clear. What may be less obvious is how overlaps and gaps will be avoided since everyone at the Mission level, understands that this is the case.

That is, what may happen is that in developing each SO’s results framework, targets and activities, each team may run the risk of either duplicating the cross-cutting thematic elements of its respective activities, or of assuming that these are being covered by another SO team’s activities that will affect the anticipated beneficiaries of the other teams’ activities. Ultimately, the Program Office and other Senior Management will have to insure that in the end product and subsequent processes, this will not happen. As a new PMP is developed, there is an additional opportunity to ensure synergies in indicators, and related data collection for monitoring and evaluation purposes.

A greater risk is that IPs under specific SOs—both international and Nigerian—will remain unaware of what the others are doing, particularly under the other SOs. This is commonplace, and has been noted in the Sections above. In part, during the transition period, this may have been a kind of purposive redundancy in the system to make sure that all beneficiaries in the USAID’s geographical and geopolitical areas of emphasis

were covered by a particular theme or IR. A good example would be outreach and awareness building about democratic processes and participation among women and men. This is not particularly a problem, especially at the beginning of an era of civilian rule and institution building after a long period of non-participatory and discriminatory military rule.

What is more risky and more probable, however, is that media messages and other incentives toward significant behavior change may be mutually contradictory both in regard to their respective substantive or technical content and to their respective gender “dimension”. This was observed by the team during its field visit and literature review, but it is also commonplace elsewhere. Ideally, market research would be carried out—perhaps in connection with Gendered Social Impact Analysis—together by IPs working in the same physical area, or targeting similar audiences.

In the final section of this Report, we will make some suggestions about how, by institutionalizing the recommendations of this and other analytical agenda assessments, the Mission can relatively easily monitor its IPs to help make sure that this doesn’t occur too frequently.

There are similar advantages to be gained by working more closely with other donors and other development partners across the board, but also within particular sectoral or technical (and geopolitical) areas. During the Team’s in-briefing with the Mission, the Director made the point that while there is relatively good inter-donor collaboration within the sectors, at the overall programmatic or policy level, it is not particularly good.

A further complication must arise to the extent that USAID has only recently begun to work with GON entities. Previously, due to the sanction situation, all USAID efforts had to remain in the non-governmental sector. This is changing slowly, and may change even more under during the new Strategy period., assuming the most positive political scenario is realized in Nigeria in April 2003 and beyond.

There are some things, however, that will take time and a lot of effort, even under the most optimistic political scenario. Nigeria’s present severely unbalanced and inequitable political economy was not created overnight. In fact, as analyzed, inter alia, by Okonta and Douglas (2001), it first resulted from the extractive policies of the British colonial administrators, as was the case for many other African countries. Then, unlike some, it experienced the oil boom years, which served further to unbalance the sectors of the economy and increase the inequities among the elements of the population and the polity. They note that at that time, the oil industry, which had no structural links with any other part of the economy, which was stagnating in any case (2001:29). The cite Gain Williams, who wrote that in the oil boom years, “[t]he State has promoted the development of capitalism, foreign and domestic, by shifting resources from more competitive to less competitive producers, from craft to factory production, from agriculture to industry, from rural to urban areas, from the poor to the rich, and from Nigerians to foreigners. It has hardly given free rein to the ability of the people to produce goods. It has promoted the ‘wealth of nations’ but only by the impoverishment

of the people”(2001pp29-30). They go on to discuss the Structural Adjustment Program, capital flight, foreign depredations and corruption, and other variables that have led up to the problems faced today.

There is consensus that the present civilian elected government has not been able to go very far in redressing all these wrongs (or in replacing the millions of dollars that were spirited into private bank accounts or given through graft), especially in dealing with corruption. However, on the positive side, USAID has been able to help the GON prepare a Rural Development Strategy, and move toward some key macroeconomic reforms.

The main areas for collaboration with the GON at the Federal, State and LGA levels have so far been with the legislatures and the courts. Now, under SO2-SO12, there will be greater collaboration with the Federal Ministry of Agriculture and the state-level ADPs. What is less clear is the extent to which, if any, there will or should also be work with the elected councils at the LGA level, and with the Ministry of Local Government that “oversees” them. What was observed by the team in the field is that USAID cannot rely on the IPs, who have no standing vis a vis the Government agencies, to lobby for the citizens of those LGAs in which they are working. By going through the traditional system rather than the new, elective system, to some degree these IPs are in a sense blocking the ability of their beneficiaries to successfully lobby for funds and support from the LGA councils. These groups have no voice with the Ministry, and even key officials of the ADPs have no entry point other than through personal contacts and influence.

This is something about which the Mission must decide during this Plan period, and it should not be left up to the IPs, who are powerless in this regard.

One outstanding issue is whether or not the Mission should, in pursuing its gender mainstreaming objectives, work with the Federal Ministry of Women’s Affairs and Youth Development (see Annex 3). As has been noted, this Ministry has personnel representing all sectors, and has gender representatives in all ministries. However, it is under-funded, and has very little capacity to carry out the oversight that is its mandate. Though such ministries are almost everywhere under funded and often only exist as window-dressing to please donors and/or women’s NGOs and CSOs, in the Nigerian instance, some training for existing or potential staff would certainly appear warranted. This would not appear to run counter to the civil society orientation of the Strategy, nor to require such a significant investment that a great deal would be risked. Certainly, on the basis of the team’s encounters with Ministry officials and staff, they “talk the talk” extremely cogently. However, in such a short time, there was no opportunity to find out whether, given the incentives and opportunities, they would also be able to “walk the walk”.

Gender and Identification of Opportunities for Collaboration between USAID and GON

Constitution

Primarily, it is the responsibility of the GON to create an enabling environment for gender equality. Creating such an environment would be meaningless if it is not expressed in concrete policies, programs and resources.

The 1999 Constitution, in line with the previous constitutions, has not integrated women's needs, concerns and human rights. There is a need for an inclusive constitution-making process that encourages women to participate, and allows them to shape the future of their country and their status within the future.

Gender equality activists continue to express serious reservations about the character and nature of the state in Nigeria, pointing to indications of systemic and structural exclusion embedded in its present framework. For instance, place of origin is given privilege over residency. With application of the federal character formula, rather than citizenship and capacity, women are made to face marginalization (see chapters 1 and 4 for further discussion on the limitations of the federal character formula). Federal character negates the protection of gender concerns under section 42 of the 1999 Constitution, and this significantly minimizes women's participation and access to policy and decision-making. Similarly the emphasis in the Constitution on registration of political ascendancy – puts further barriers on women who are denied meaningful participation within the existing political parties.

The ongoing debate on Sharia is another area which has serious implications for women. While it is acknowledged that Nigeria is a multi-faith society and that people have a right to evoke their religions and cultures without fear of discrimination, it is important that women participate in the discussions as equals.

It must be stressed that from a gender perspective, there should be increased advocacy on the need to enact a truly people's constitution. Constitutional provisions should include:

- Compulsory implementation of the Beijing Platform of Action on women's representation in executive positions.
 - Engendering public policies to reflect gender equality as well as accommodating the specific needs of women in relation to their reproductive rights.
 - Demystifying laws/legislation by increasing information and public enlightenment on rights because.
 - Making the language of the constitution less technical and difficult for people to understand.
 - Decreasing the high level of illiteracy in the country.
 - Increasing number and quality of communication avenues.

Poverty Alleviation Program

While much can be said of the Constitution as the supreme norm of the country, it is important to reflect on other aspects of the state, one of which is the state's ideological thrust with regard to the gender question. Whatever merits exist in the poverty alleviation program, a lot more needs to be said and done if it is going to result in any significant change for the greatest number. The gap between policy-making, program development and implementation was clearly demonstrated in the ₦10 billion allocated in the 2000 budget to poverty allocation. For instance, it was unclear what percentage of this amount on poverty would go towards addressing the concerns of women, who constitute the majority when it comes to Nigeria's poor. While 60% of Nigerians live below the poverty level, 46% live in absolute poverty. Of this 46 per cent, 70 per cent are women. Using these as indicators it appears that if women are to make any reasonable impact on Nigeria's "military democracy", there must be a focused and consistent effort for poverty-alleviation measures to reach them. These efforts must go beyond a mere interventionist approach, to one that is sustained and institutionalized.

The GON has put in place the National Poverty Alleviation Program and allocated 35% to women as beneficiaries. However, women stand little chance of benefiting from the dividend of the program because the figure remains grossly inadequate, while men have been appointed as coordinators of the program. However, there is need to impact on government for an upward review in the percentage of women beneficiaries of the Program since the eradication of poverty can only be effective if it starts at the family level.

National Policy on Women

The National Policy on women adopted by the Obasanjo government is a significant way of redirecting public policies to promote gender equality and enhance complementary roles which women and men should play in development.

The policy thrust is equity, social order and social wellbeing. The overall goals and objectives of the policy include.

- Ensuring the elimination of all forms of discrimination against women.
- Ensuring that the principles and provisions as contained in the Nigerian constitution are effectively enforced and
- Mainstreaming gender perspectives in all policies and programmes based on a systematic gender analysis at all levels of government. There is however need for advocacy to ensure that the laudable objectives contained in the National Policy inform social and legislative changes. To this end therefore, women's organizations should be engendered to engage with law and policy makers in the quest to transform some of the policy objectives into a more binding law.

Governmental policies and programs and opportunities for collaboration between USAID and GON

Governmental policies and programs that are geared towards improving gender equity in education include:

- National Policy on Education (1981, 1985, 1998)

- Achievement of universal primary education which was later extended in 1999 to achievement of universal access to basic education (UBE) (up to junior secondary education) ; Basic Education For All
- The 1992 National Program of Action on Survival, Protection and Development of the Nigerian Child (NPA) aimed to achieve 100% enrolment and completion rate in primary education. Furthermore, it aims to reduce illiteracy rate among adult females from an estimated 61% to 30.5% by year 2000
- The National policy on Women (2000)

Activities and programs to provide education for disadvantaged females and males include:

- Marketplace workshops for drop-outs
- Meeting of all inter-ministerial sectors on women's issues
- Girls' education movement
- Nomadic education
- Mass literacy Programmes

In the health sector, policies and activities include

- National Food and Nutrition Policy (1995)
- National Program of action on Food and Nutrition
- National Population Policy for Development, Unity, Progress and Self Reliance (1988)
- Breastfeeding Policy (1994)
- National Policy on Women (2000)
- Supporting child rights through the National Council of Child Rights Advocates of Nigeria
- Female Functional Literacy for Health
- National Program on Immunization
- National Adolescent Health Policy (1995)
- Maternal and Child Health Policy (1994)
- National Health Policy and Strategy (1998)
- Draft National Policy on Children (2002)

From discussions with various stakeholders, it was observed that more effective and concrete collaboration between the GON and USAID is necessary and desirable for a more effective impact of programs. Yet such collaboration seem problematic. As one of the interviewees observed:

“ Who will drive the process of collaboration between IPs and the government? IPs try to collaborate but it is difficult. The collaboration is just on paper.”

Areas of collaboration between USAID and government of Nigeria should include

- Strengthening of information-sharing and collaboration in service delivery between government and NGOs
- Strengthening of interagency gender desk officers to mainstream gender into policies and programs, monitor implementation and evaluation.
- Strengthen government to be accountable by providing technical support for sustained gender disaggregated data collection, management and efficient use for policy reforms and intervention.

Gender issues that have the greatest impact on Nigeria's economic development

Interviews conducted during the course of this assessment and literature emphasize the significance of improved access to strategic resources as the greatest gender issue that has the potential for significant economic and human development. Despite some level of success achieved by some NGOs and Community Partners of Health in reaching target groups, there are obstacles to achieving intended results because of constraints in providing assistance for income generation. A CPH group observed:

“We are concerned about income generating activities. How do we train our women /youths to empower them economically? ”

No doubt, an integrated and streamlined approach proposed in the CSP for 2004-2009 has the potential to engender sustainable development if it focuses on increasing access to strategic resources in terms of education, skills (income) and decision-making. Women being the most disadvantaged. This stresses the potential multiplier effects of education and associated economic empowerment for the socio-economic development of Nigeria. If viewed from a whole systems' perspective, the interrelation of education with environmental, economic, political and socio-cultural issues become clearer and justifies a more holistic approach to project planning. Therefore, future programs should create links between the SOs not only to avoid duplication but to strengthen program outcomes from the planning stage.

There are many other areas in which, progressively, the Mission and its SO teams, IPs and their local beneficiaries, will have to take decisions based on the monitoring of the empirical situation—and funding availabilities--about the direction and extent of their cooperation and collaboration with the public sector at various levels. Clearly, the public sector cannot be ignored if a key overarching element of the Mission's strategy is to support greater sustainable public-private partnerships. The program as it seems at the moment places more stress on the private than the public side of the equation, but this could change should the political situation and the emerging political economy warrant it.

VI. RECOMMENDATIONS

This Report presents the thinking and writing of a team and, in its present form, is a draft yet to be shared among all of them for critical review. Some of the recommendations that appear in the foregoing Sections are the result of interviews in which most or all of us participated. As our time in the country together was so short we had to divide into sub-teams of one or two in order to meet as many IPs and beneficiaries as possible, and to visit as many sites as possible. Thus, a number of recommendations are the result of individual interpretations of sole interviews not attended by others, and field visits carried out by one or another of us alone or with a member or members of an SO team. There are a minority with which we might not all agree. However, the Team Leader believes that the majority are those about which all or most of us agree, especially as we discussed them at a series of updating team meetings we held while we were still together in Abuja.

There has not been time for us to synthesize the recommendations made for each SO, and concerning the cross-cutting themes and possible areas of synergy and collaboration with development partners—including the Government of Nigeria at all three levels of the public administration system and the various branches of government. Therefore, pending responding comments from the Mission on this draft, we present below the recommendations that were given step by step in the body of the report. We realize, however, that some seem repetitive when presented this way, while others seem to be statements of what is already done. In the latter case, what is meant broadly is that the Mission--or SO Team in question—should do more of the same, based on past successes and current and continuing needs.

SO 11:

Media Target on

Build the capacity of local and national media to play a constructive role in public participation enhancement, conflict reduction and sustainable democracy through.

- Youth involvement – Importance should be attached to awareness building and promotion of gender consciousness among Nigeria youths.
- Continued promotion of open and effective dialogue between CBO's and decision makers to positively impact on legislative and policy outcomes through
 - Coalition – building and lobbying efforts
 - Advancement of priority legislative causes
 - Capacity – building of CBO's to assist decision makers in drafting legislation and policies

Promotion of a Gender Friendly Media

There is need for a gender friendly media to advance the cause off women. To this end, gender based NGOs. are called to establish media outfits devoted to highlighting women's issues and portraying and publicizing women models of success for the benefits of the masses.

Coalition – Building

There should be continued facilitation of and provision of support to civil society coalitions at all levels of government through

- horizontal streamlining of women focused NGO's and CBO's in order to form a more effective Women's movement which will mobilize, sensitize, conscientize and advocate the populace for gender equality.
- The provision of technical and organizational training aimed at sustaining the existing and new coalitions.
- The provision of technical assistance on advocacy and mobilization to existing and new coalitions.

Such sustainable links with agenda objectives and actions drawn by a broad coalition of CSOs (particularly those focused on women) can constitute pressure groups in empowering women and promoting.

The emergence of women's community-based organizations such as Country Women's Association of Nigeria, points to new forms of involvement by women in community affairs, driven by their specific interests, such as access to micro-credits. This is a promising development, which over time, could lead to women promoting their rights more assertively at community level.

Advocacy on the Constitution

Advocacy for gender-sensitive language and protection within the constitution and to build the capacity of women's groups to mobilized around a "people –driven" gender-sensitive constitution reform process.

Increased Participation of Women

Based on the significant event of the 2003 party primaries, Nigerian women are likely to remain underrepresented at all levels of government in the 2003 administration. USAID should address this by working with women's CBO's at all levels, but particularly at the grass roots level to participate in decision-making processes that affect their lives and those of their communities. CEOPA's 100 Women's Groups Strategy should be a useful mechanism to utilize.

Education and Awareness Raising Programmes

These should be launched to help Nigerians recognize that the democratic agenda must include a special effort to improve the lot of women the civil society to protect women's rights. Also, Girl-child education and training, beginning from the home, should be encouraged to emphasise self assertion and self-confidence to enable anticipate and protect herself against dangerous and disarming antics of the male-folk.

Such education should be provided, among others, the National Orientation Agency, which would create reasonable public enlightenment programmes in collaboration with Ministries of Women Affairs at the Federal and State Levels, NGO's, CBO's, the Media and traditional rulers/Institutions.

Advocacy on Cultural/Religious Practices

There is need for continued advocacy on

- the importance of abolishing obnoxious cultural practices that offend civil liberties of persons (especially women) through acts of legislature that will enact laws and the judiciary who will interpret the laws correctly.,
- the manipulation of religion and religious texts which have continued to militate against the involvement of women in political and civic affairs.

Advocacy on INEC

This should address the removal of all forms of encumbrances to women's participation in politics through INEC. INEC should be persuaded to discourage money politics and encourage financial limits as done in the West, persuading Political Parties to include women in their hierarchies as a pre-condition for registering and also insist on quota for women in elective positions.

Advocacy on Affirmative Action:

Women need to seek political channels to overcome their political marginalisation. The NCWS as far back as 1986 has demanded a quota of about 30-40% of positions in cabinet and legislatures for women. This is a step in the right direction. Since political analysts have demonstrated that politics is a game of numbers, it is imperative that women should seek affirmative action to ensure that they form a critical mass that is necessary to influence decision making in governance.

Legislation has been used in some African countries such as Uganda and South Africa to boost the status of women and enforce gender equity in governance. In Uganda, an Affirmative action policy has been embedded since 1995 in her constitution. Article 32 paragraph 1 states, *"Notwithstanding anything in this constitution, the state shall take affirmative action in favour of groups marginalized on the basis of gender, age disability or any other reason created by history, tradition or custom, for the purpose of redressing imbalances which exist against them"*. For example, in the implementation of the affirmative action in Uganda, each district is expected to vote one woman to parliament. Women are also expected to compete on their own merit during elections. 40 women were brought to the parliament through affirmative action. Five other women came in through election so that they had 45 women in parliament. At the local government level an act was enacted in 1997 stipulating that at least 1/3 of the political leaders as well as executive members of the local government council should be women. Consequently, because of these enactments Ugandan women are now occupying important positions in all government institutions, parastatals and commissions.

A definite and immediate Affirmative Action programme should be put in place and vigorously pursued in order to improve the position of women in decision making at all levels. In addition, efforts should be made through public education and awareness campaigns to bring the men and decision-makers at all levels to appreciate and respect the dignity of womanhood and the protection of children and youths as custodians of the future.

Promotion of Economic Growth and Development

USAID should work with government and NGO's to create an enabling environment through the promotion of economic growth and development, the generation of employment, the provision of urban and rural infrastructure and the provision of social security so as to improve income, raise the standard of living and strengthen the family. In particular, there should be support for small scale economic ventures through the provision of credit and other forms of support to reduce to the barest minimum, the level of poverty and economic hardship.

Outreach Programmes

Outreach programmes through the use of media to convey advocacy messages, educate and influence the public, create awareness of critical democracy and human rights issues and mobilize communities around advocacy issues. The outreach should be conducted through the use of grassroots education, posters, cultural arts performances Public Services Announcements (PSA's), town hall meetings, debates, radio drama series, and call-in-public affairs TV and radio broadcasts.

SO 12:

11. The primary over-arching recommendation is to take gender differences – especially as they affect access to the factors of production, including labor and credit—into account in the design and implementation of all activities under this SO.
12. To do this, as necessary, fund gendered Social Impact Assessments before new cultigens, farming systems, or processing activities are adapted and introduced through extension or demonstration projects.
13. To the extent funding allows, implement in a gendered way the recommendations of the Environmental Assessment. It is possible to design these such that HIV/AIDS funds or other funds, including those for Economic Growth and Agricultural Production, can legitimately be used to support them.
14. Where policy change is being supported, it is critical to examine the differential impacts on women and on men. Macroeconomic policies are not gender neutral, and neither are budgets.
15. Support by the Mission to the PRSP process should help to ensure that the Gender thematic group is actually funded and that its recommendations are taken on board.
16. In expanding access to financial intermediation for the private sector, make sure that formal institutions do not de facto discriminate against women, or PLWHA, or any other largely excluded group or social category.
17. Improve or re-think existing PR materials of various IPs so that they are not misleading or create false expectations on the part of those who are the anticipated beneficiaries and also GON collaborators and private sector partners.
18. Include the bigger women traders and their associations in the macroeconomic stakeholder policy discussion process. (This is now actually under SO 11, but is the “other hand” to what was done under the Prospect Project with SO 2 funding.

19. Take on board what the Afro Barometer Study “Down to Earth” has to say about the attitudes of the survey sample toward market liberalization and privatization of economic interventions, in planning private-public partnerships.
20. Include combating symbiotic private and public sector corruption in the sub Irs for increased private sector growth and investment, as well as that for financial intermediation.

SO 13:

The relevant strategies and approaches USAID/Nigeria can use to enhance the accessibility and equitability of its programs to men and women are being suggested within the framework of the proposed CSP largely for budgetary considerations.

Education

10. Activities aimed at increasing access to quality services in schools should include
 - Training of female primary school teachers to build capacity in effective teaching of numeracy and literacy skills, particularly in the northern sites. This can be achieved through increased involvement of female teachers in masters training for IRI and supporting pre-service training in Women teachers colleges.
 - Pre-service and in-service training programs should incorporate training in gender sensitivity in order to encourage female school retention and help schools better achieve their curriculum objective.
 - Periodical review of the scripts and materials (script analysis) to ensure that they are not gender-biased in terms of language, images of work and family life etc.
11. In the new program framework, activities to demand for services should incorporate
 - Increased involvement of women (as parents, community facilitators and teachers) in community education agenda development and advocacy.
 - Publicity campaigns to increase female enrolment, retention and completion especially in public schools in Northern Nigeria. Previous TS strategies may be enhanced by actively involving female community facilitators, female teachers, women-based CBOs and religious institutions.
 - Activities to enable youths undergoing skills acquisition training to transcend the barriers of low-paying traditional female-dominated jobs.
12. Social sector policy support activities will benefit both men and women if governmental efforts to mainstream gender into education policies are provided

with technical support and capacity building of gender desk officers in various sectors.

13. Support improved policy and curriculum reforms in pre-service and in-service training and link between primary and tertiary institutions.
14. Promote national literacy program/campaign.

Health

15. NDHS 1999 report shows that 15% of women used any method of contraceptives. Also, while the level of missed opportunity to motivate non-users was high, 90% did not have any contact with FP providers. Therefore activities under the CSP should continue to target women through community- based organizations (CBOs) and health providers. Attempts to increase demand for FP/RH and CS services through improvement in knowledge and skills should also target
 - Women (and their children) in seclusion, rural, poor and illiterate women particularly in the north.
 - Sexually active adolescents in urban centres
 - Religious institutions (through building partnerships and advocacy). The NDHS survey shows that only 2.3% of male and female respondents indicated that they were neither Christians nor Muslims. Islam and the Catholic church have strong influences in the north and southeast respectively. For example, a respondent at the catholic secretariat noted thus “We pride ourselves on the fact that we have grassroots’ presence in terms of our structures in every corner in this country”. Some IPs under the current transitional programmes have made inroads into religious institutions and clinics. Increased involvement of women and men through religious-based groups and support of leaders, can clear misconceptions about contradictions with religion and women and men’s religiously prescribed roles. It also has the potential of enhancing spousal communications.
16. There are several organizations (public and private) with overlapping interests working in similar communities and with similar CBOs. The effect is a tendency to recycle the same community members through for several programs to the disadvantage of others. Efforts should be made to strengthen public/private collaboration in drawing up agendas to cover the concerns of different community groups. Through regular and open communication and cooperative planning, such collaboration would be mutually reinforcing and should leverage on other donor activities rather than duplicate efforts and resources. This calls for a multi-sectorial and multi-agency approach to maximize the benefits of USAID programs and activities.

17. Leverage on men's high involvement in reproductive health in the north and low levels of utilization of reproductive health services in the south by increasing male involvement in promoting support for women's reproductive rights and utilisation of health services by women.
18. Strengthen IPs, NGOs, government and communities to be accountable in terms of being able to provide gender disaggregated report and impact assessment . This would enable them create gender sensitive management systems and effectively mainstream gender into the programmes. (This is applicable to both SOs).

SO 14:

Assuming the political climate remains stable during the coming elections and given the willingness of the Mission to expand their HIV program to targeting and focusing on high prevalence groups, increased use of preventive measures, the vulnerability of women and young girls for getting infected by HIV, it will be necessary for the Mission to consider correcting gender imbalances which are strongly disadvantaging women and girls.

10. ***Make women and girls the center of HIV/AIDS interventions and men as supporters.*** Increasing men's awareness and responsibility regarding the consequences of gender inequities for both sexes and consideration for men to invest in their own health related to TB, STI and HIV. Tuberculosis is an airborne disease and curable could be transmitted between both, STI is asymptomatic among women and HIV.
11. ***Strategize the VCT approach to reach both men and women.*** VCT strategy could be an open avenue to get both men and women to be part of prevention measures for their offspring and themselves. Creating incentives for both female and male partners to access counseling support and prevention information.
12. ***Increase women's empowerment.*** Increase the economic and human rights of women through linkage of D/G with reproductive health and micro credit programs. This model, which is being implemented by CEDPA, seems very promising in improving the demand for reproductive health services among women and men.
13. Are there traditional gender practices where women have comparative advantages compared to men? Conduct research studies on gender issues in traditional practices where women have comparative advantages. Explore the channels (to whom, where) and best ways to reinforce and build up women's capacity to promote and change their social status. CIDA is willing to collaborate in such ventures

14. ***Extensive training on gender issues at all level.*** Training the network and NGOs/CBOs in gender-based interventions. This type of training also needs to be extended to senior level officials at both public and private institutions.
15. ***Reaching MSMs as a potential and underground high risks groups.*** Advocate for wider tolerance of MSM. Reaching MSMs should be considered in the new program. More information needs to be collected and analyzed, and peer training and outreach interventions can be developed with the objective of reaching sexually active men.
16. ***National services for Youth.*** Youth national services is a good way to reach the youth, especially in a situation where they are more vulnerable to acquiring HIV/AIDS and STIs. UNICEF has already started by securing hours for sensitizing youth on HIV/AIDS and sexuality. Given the opportunity and the huge demand for national services from the Ministry of Education, IPs will have to look for collaboration to include gender training in these services. Engenderhealth, SMF, CEDPA and ACTION AID are working along these lines. More collaboration and mechanisms to look at specificities of the regional context are needed.
17. ***Improve sexual communication and negotiation skills for boys and girls.***
Continuing to create a supportive environment to improve sexual communications and negotiation skills among girls and boys in school and out of school is an effective way to decrease their vulnerability to contracting HIV. Regional variations between the North and the Southern regions are among the challenges that the new program will face.
18. ***TB/HIV Linkages***
Linkages between PTB and HIV have increasing cost implications that need to be considered. In such linkages, one needs to look at all aspects of strengthening for effective HIV/TB and STI interventions, including:.
 - Improving existing TB services so that both women and men have better access to these services;
 - Designing TB control activities within HIV services and upgrading laboratories;
 - Establishing HIV services in TB clinics;
 - Developing protocols for treating HIV related TB as others OI. Implications for using best practices (DOTS-HAART) requires anti-retroviral drugs; and
 - Training for personnel on equipment and protocols at all levels.

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Annex 1

SCOPE OF WORK: GENDER ANALYSIS, USAID/NIGERIA CSP

Background

USAID/Nigeria is currently developing a new Country Strategic Plan (CSP) for 2004-2009. The Mission's Concept Paper for this CSP, recently approved in Washington, proposes a streamlined and integrated sustainable development program that builds on the current Transitional Strategy. The new program will be implemented through four strategic objectives:

- Good Governance Through Transparency, Participation and Conflict Management;**
- Sustainable Agriculture and Diversified Economic Growth;**
- Improved Social Sector Service Delivery;**
- Expanded Response to HIV/AIDS Prevention.**

Among the technical analyses and assessments that the Mission is required to conduct during this strategic planning process is a gender analysis. Recognizing that the dynamics of gender relations is both socially and culturally variable, Agency technical guidance states: "Strategic Plans must reflect attention to gender efforts to improve the status of women by taking into account not only the differential roles of men and women, but also the relationship and balance between them and the institutional structures that support them. Specifically, analytical work performed in the planning and development of Results Frameworks should address at least two questions: (1) how will gender relations affect the achievement of results; and (2) how will results affect the relative status of women. "Gender" is not a separate sector to be analyzed and reported in isolation. Instead, gender mainstreaming requires that gender analysis be applied to each set of issues that is considered in the development of the Strategic Plan."

Objectives

Given the Agency requirements and the Mission's own interest, the proposed Gender Analysis will address the following objectives:

- To identify the critical gender-based constraints to equitable participation and access of men and women to programs and services in the sectors in which USAID/Nigeria implements its program, including agriculture, private sector development, natural resource management, basic education, population, maternal health and child survival, infectious diseases, HIV/AIDS, democracy and governance, and conflict response;**

- To identify strategies and approaches USAID/Nigeria can use to enhance the accessibility and equitability of its programs, to men and women both;
- To analyze the potential impacts of the Mission's proposed strategic approaches on the relative status of men and women in Nigeria, taking into consideration ethnicity, class, religion and other key variables;
- To assess key GON policies and programs relating to gender and identify opportunities for collaboration and mutual strengthening of gendered approaches between USAID and GON;
- To identify those gender issues that have the greatest potential impact on Nigeria's economic development.

Approach

1. Comprehensive literature review of pertinent documents including: (a.) studies and assessments conducted by donors, NGOs, GON, and the academic community, and (b.) USAID documents including but not limited to the existing USAID/Nigeria Transitional Strategy, annual reports, the Concept Paper, strategic implementation plans, situation analyses, sector assessments, evaluations and proposals.
2. Discussions and interviews with key donors, NGOs active in gender, and GON officials. The consultants will be expected to develop a list of key contacts and to provide the list to USAID;
3. Meetings with USAID implementing partners (contractors, grantees, PVOs/NGOs) and each SO team; the SO teams will assist with identifying the most important partner contacts;
4. Site visits to project activities, if feasible and appropriate.

Deliverables

1. Workplan/schedule: Within three working days after the starting date of the consultancy;
2. Draft Gender Analysis: Upon the completion of 21 working days in Nigeria, in hard and electronic versions. An oral debriefing will also be scheduled.
3. Final Gender Analysis, including comprehensive annotated bibliography: Within five working days after receipt of written Mission comments.

Level of Effort and Timing

The gender analysis will require approximately four weeks of effort, based on a six-day work week, and will require a team of four individuals. Each consultant will have two days for collection of materials and preparation before commencement of the field work, 21 working days are available in Nigeria for the production of the draft report. The team leader will have an additional six working days for completion of the bibliography and revision of the draft report, based on Mission input. (These days may be allocated to other team members by the team leader, if desired.) In addition, each consultant traveling from outside Nigeria will be allocated up to four days for travel. The team will begin work in Abuja on January 15, 2003, and leave Nigeria o/a February 7, 2003.

Expertise Required

The gender analysis will require a team of four experts, to the principal areas of emphasis in the strategy:

1. Social scientist/team leader with PhD in sociology, anthropology, political science, economics or rural development. Minimum of five years post-degree experience analyzing gender issues in West Africa. Previous experience in Nigeria highly desirable. Excellent English-language writing skills mandatory. Must possess computer skills in word processing and spreadsheets. Must be knowledgeable about USAID programming policy and gender analysis requirements.

The team leader will be responsible for the strategy assessment in agriculture, economic growth, and environment. The team leader also will manage the preparation and presentation of the team workplan, and finalize the division of responsibilities among team members.

2. HIV/AIDS specialist with advanced degree in health related field. Minimum of five years post-degree experience in international development. English-language speaking and writing skills required.

The HIV/AIDS specialist will be responsible for the assessment for the Mission HIV/AIDS strategy.

3. Two Nigerian professionals. Both must possess at least a master's degree in a social science or development field. At minimum three years' post-degree experience in gender analysis in Nigeria. Knowledge of PVOs/NGOs in Nigeria that address gender issues. Knowledge of GON and State-level gender policies. Complementary expertise on different geographical areas of the country.

One of these individuals will be responsible for the assessment of strategy in the area of democracy and governance and the other will assess approaches in social services including health and education.

Annex 2

LIST OF CONTACTS BY SO

SO11

S/No	Name	Title/Position	Organizations/Addresses
1	Dr. Jibrin Ibrahim	Nigeria Program Director	International Human Rights, Law Group, 75B Mississippi Str., Maitama, P.M.B. 505 Garki, Abuja
2	Mrs. Anne Ikpeme		International Human Rights, Law Group, 75B Mississippi Str., Maitama, P.M.B. 505 Garki, Abuja
3	Rev. Pamela D. Moore	MCID/Nigeria Country Director	Mississippi Consortium for International Development No 8, Majomi Close, Office Mississippi Str., Maitama District, Abuja, F.C.T
4	Mr. Eremutha A, Francis	Associate Director, Programs	Pathfinder International Polt 248, Muri Okunla Steet, Off Ajose Adeogun Str., Victoria Island, Lagos
5	Mr. Femi Awoyinfa		Pathfinder International Polt 248, Muri Okunla Steet, Off Ajose Adeogun Str., Victoria Island, Lagos
6	Rev. Fr. I. Enweren	Director	Church and Society Catholic Secretariat of Nigeria 6 Force Road, Tafawa Balewa Sq., P.O. Box 951, Lagos.
7	Dr. (Mrs.) Wanda Alli-Balogun	Health Secretary	Catholic Secretariat of Nigeria 6 Force Road, Tafawa Balewa Sq., P.O. Box 951, Lagos.
8	Chukwuma Ezeala Esq.	National Coordinator, Justice Dev. & Peace Comm., Election/Dem. Monitoring Project	Church and Society Catholic Secretariat of Nigeria 6 Force Road, Tafawa Balewa

S/No	Name	Title/Position	Organizations/Addresses
			Sq., P.O. Box 951, Lagos.
9	Maisha Strozier	Deputy Country Director	Centre for Development and Population Activities (CEDPA), 3255 IBB Way, (Nest to BPE) Maitama, Abuja
10	Vie Butler	Country Director	International Foundation for Election Systems, No. 1 Ontario Crescent, Maitama, Abuja FCT off Mississippi
11	Mrs. Oby Nwankwo	Executive Director	Civil Resource Development & Documentation Centre (CIRDDOC) Nigeria Fourth Dimension Complex, 16 Fifth Avenue, City Layout, P.O. Box 1686, Enugu
12	Dr. (Mrs.) Joy Ezealu	Executive Country Director	Women's Aid Collective (WACOL) 9, Umoezebi Str., New Haven, Enugu
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Annex 3

SO 11: GOOD GOVERNANCE THROUGH TRANSPARENCY, PARTICIPATION AND CONFLICT MANAGEMENT

Prepared by Irene Pogoson (February 2003)

1. INTRODUCTION

1.1 Background

The re-inauguration of democratic governance in May 1999 ushered in a new epoch of opportunities for co-operation between Nigeria and the international community. After years of protracted military dictatorship, which occupied the machinery of government, years of boycotts, quasi-neglect and strategic political support, the international community rallied to give democratic assistance to and nurture the developmental efforts of the new Nigerian civilian government.

USAID, along with other foreign donors and foreign investors, appeared excited about the prospect for consolidating democracy in Nigeria. In 1999, they resumed a new dawn of development assistance, which later transformed into a full bilateral relationship with the Government of Nigeria (GON).

USAID embraced democratic assistance to Nigeria under its 1999–2003 Transition Strategy. Through it the Mission sought to develop a policy and legal framework to consolidate transition and the delivery of services to selected communities in Nigeria. USAID also intended to assist the communities in establishing democratic principles and increasing their effectiveness in a democratic society.

USAID's proposed new Country Strategic Plan (CSP) for 2004 – 2009 will largely continue in the same sectors as the Transition Strategy. The aim of the concept paper however, is to assist Nigeria in moving from “transition to the early stages of consolidation.” While reducing investment in the rule of law and elections administration, USAID plans to provide assistance towards the 2007 elections.

It is important to note that USAID aims at making democratic government work better through more effective civil advocacy and more transparent and accountable government institutions.

Overarching USAID's work is the recognition of the importance of improving the status of women by taking into account the differential roles of men and women, the relationship and balance between them, and the institutional structures that support them. This is the focus of this study. The approach adopted by the study involves a careful examination of gender gaps or negative disparities in the USAID/Nigeria CSP on either the male or female side, and ways to ameliorate or close the gaps irrespective of the sex involved.

2. GENDER, DEMOCRACY AND GOOD GOVERNANCE AS A BASIS FOR DEVELOPMENT

Gender is socially constructed for the purposes of allocating power, duties, responsibilities, statuses and roles in any given social milieu or context. It is important to add that gender is neither male specific nor female specific. However there is the often mistaken notion that gender refers to women and women's affairs only. Gender entails the analysis of male and female issues and if properly conceived, refers to male and female concern and needs. It stands for values of equality and equity.

Democracy is a value and as such, it is universal. Factors such as responsible good governance, rule of law, strict division of powers, a culture of pluralism and political tolerance, are all essential ingredients for genuine democracy. Since democracy and good governance are a fundamental precondition for development, democracy must be deeply rooted within society.

Democracy thrives on participation and inclusion. An inclusive democracy should be that form of government in which the needs and demands of the poor, minorities and other disadvantaged and vulnerable groups are adequately represented.

The assumption of this report is that:

- women are not a minority;
- all over the world, women constitute at least 50 per cent of the population; and
- all over the world, women and men are looking at developing policies, structures and institutions that advance democracy in a sustainable way and can develop democracy as a process that goes beyond elections. This therefore requires taking a hard look at issues of exclusion including exclusion on the ground of gender.

2.1 Synergy between Gender and Democracy

Both gender and democracy underscore the fundamental values of equity, freedom and well-being of persons. Given free as well as proper articulation, democracy and gender free the individual man and woman from the shackles of unwholesome customary and traditional values, observances, and practices. These are factors that encroach on the individual man and woman's inalienable rights and opportunities for participation in the political and social processes of their society as well as on their capacity to develop to their full potential.

It should be noted that in the last two decades in particular, there has been a shift away from looking at gender inequality as an issue that affects women only, occasioned by an understanding of the nature of power as gendered and its implication for society as a whole.

2.2 Gender Dimension of the Democratic Question in Nigeria

The recurrent is that about 50 percent of the electorate which votes governments into power are women and therefore want to be part of the process of decision making and governance at all levels. Women want a sense of group/national belonging, some control over their lives, and the manifestations of a government that works for them. Equally, women want to have a voice and to witness federalism reflected in autonomy for local groups, enabling them to channel their energies on identified priorities at all level of government. Finally, participating in public processes on policies that define their lives and fates is not new to Nigerian women.

3. REPORT PRESENTATION: MAJOR THEMES AND SECTIONS

3.1 Transition Strategy and Activities

Strategic Objective1 (SO1): Sustain Transition to Democratic Civilian Governance.

Through this program USAID sought to contribute to Nigeria's democratic transition by supporting efforts in the following directions:

- i) To increase the transparency and responsiveness of government institutions;
- ii) To establish the foundation for a fair and competitive electoral system;
- iii) To mitigate potentially destabilizing factors; and
- iv) To promote knowledgeable participation by civil society in public deliberations and government oversight.

3.2 Achievements

USAID implemented the SO1 objectives by shoring up the most critical elements of democratic governance—the legislature, the judiciary, elections and civil society. The Mission acknowledges that significant progress has been made in this sector.

In terms of gender relations the following were achieved:

3.2.1. Liberalization of Political Space for Women

- Six political parties exempted women political aspirants from payment of party nomination fees.
- More political aspirants registered for local, state and national offices than in 1999.
- Networks aimed at assisting women politicians to compete in elections were established through USAID's assistance.
- The capacity of NGO leaders to generate and build support networks for women politicians in their communities was enhanced.

3.2.2. Capacity building and enhancement of NGOs and CBOs in evolved in women's rights issues.

- 3.2.3. *Enhanced legislative advocacy on key women's rights issues.*
- 3.2.4. *Civil society has been empowered to press for new legislation giving legal protection against culturally accepted discriminatory practices to women.*
- 3.2.5. *Emergence of broad-based coalitions cutting across ethnic and geographical lines addressing electoral and constitutional reforms.*
 - USAID funded a coalition of NGOs combating violence against women, which achieved the enactment of laws that allow women to inherit their husband estates in some states.
 - The same legislation prohibits the physical and mental torture of widows.

3.3 New Concept Paper

Based on USAID's experience under the transition strategy, it planned to deepen and expand its program for a five year period from 2004-2009. The new concept paper aims at assisting Nigeria to "move from transition to the early stages of consolidation." USAID's proposed concept paper FY 2004-2009 will largely continue in the same sectors as the transition strategy. The Mission, in recognition of the need to continue strengthening the structures and practice of democracy and good governance in Nigeria, proposed a strategy that focuses on improved governance and greater participation, and the management of conflicts in the Democracy and Governance sector.

3.3.1 Highlights of (SO5): Good Governance, Transparency and Conflict Management

- i) Improving accountability and transparency in selected legislatures (state and national).
- ii) Enhancing civil society participation in the policy making process.
- ii) Increasing the capacity to manage conflict.

3.3.2 Identified Gender Issues in SO5

Despite the amount of work done on all fronts to ensure the successful implementation of some of the Mission's Democracy and Governance programs, a cursory review of the present conditions in Nigeria underscores the need to address the following gender issues in the new strategy.

3.3.3. Improving accountability and transparency in selected legislatures (State and National)

The commitment of the Obasanjo Government to fight corruption appears ineffective. Corruption remains a major detriment to the proper functioning of all institutions in Nigeria. Merely enacting laws or establishing tribunals will not check corruption. Fighting corruption is a long-term project and for the efforts to be successful, civil society and the citizenry at large must be empowered to demand accountability and transparency from public officials. Citizens at all levels must be able to recall their politicians, members of the various Houses, and their representatives when they no longer fulfill their obligations. Attention should be paid to reaching groups that are most likely to be victims of corrupt practices, particularly women and youths. Likewise, legislators and other public officials should be conscious of

the fact that they are there to represent people and are accountable for their exercise of power.

SUGGESTED ACTIVITIES

Continue advocacy efforts for increased public awareness and participation, transparency and accountability issues.

In targeted states, NGOs and CBOs should mobilize and educate women and youth on the importance of good governance. They should also be encouraged to promote anti-corruption practices and policies.

Continue support of building the capacity of civil society to monitor local and state government activities.

The formation of coalitions of CBOs at both local and state government levels to monitor government activities should be facilitated. Women's coalitions should be particularly strengthened to act as watchdogs and engage as partners in the anti-corruption crusade.

Advocate for the adoption of a code of conduct and ethics for public officials.

To effectively fight corruption, legislators, particularly women legislators, should be educated on their legislative roles and functions. As the main check and balance to the executive branch, the legislator should be properly educated on the importance of good governance, and the need to inculcate high levels of integrity and ethical standards.

Advocate for the merits of enacting a gender sensitive budget.

Intense advocacy at legislative level on the need for a gender sensitive consideration of the budget would ensure that budgetary allocations are fair to the interests of both men and women. In the process, greater allocations in spheres of society where the achievement of gender equity can be promoted or leveraged would be achieved.

Publish and disseminate materials.

Continued support should be provided for the publication and dissemination of *Legislative Mandate*, the first Nigerian publication to provide information concerning the activities of the legislative assemblies and report on civil society legislative advocacy initiatives.

3.3.5 Enhancing Civil Society Participation in the Policymaking Process

Civil Society Organizations (CSOs) have remained a vibrant part of Nigeria's political landscape. The CSOs' participation in a range of issues, including policy dialogue, government oversight, and women's equity, has increased over the years. In addition, many NGOs and local movements are preoccupied with the gender equality agenda and the way

they can strengthen the agenda at the level of policy and government, as well as within their organizations and civil society.

SUGGESTED ACTIVITIES

Strengthen the capacity of civil society to participate in the constitutional building process.

Civil society has been largely ignored in the constitutional review processes in Nigeria and if a sustainable democracy is to be created, non-influential Nigerians such as women and youths need to play a greater role in the process. This calls for increased support of the capacity of CSOs to effectively participate in constitutional reform issues.

The number of women NGOs in the Citizens Forum for Constitutional Reform (CFCR) and similar national coalitions should be increased. By doing so, their capacity to advocate for gender-sensitive language and protection within the Constitution will be increased. Also, there is a need to enhance the capacity of women's groups to mobilize around a gender sensitive constitutional reform process.

Educate the public on the constitutional process.

People's attitudes have to change for the constitutional provisions to be properly implemented. There is therefore the need to promote community dialogue on critical issues. In addition, advocacy campaigns should be enhanced to encourage respect for minority views, including the opinion of women and youths.

Increase advocacy on public participation in the election process.

The focus here is on the need to further encourage broad popular participation in the election process and the importance of increased participation of women. While Nigerian women have acquired a measure of economic and social empowerment, this is yet to be translated into political power.

In this context there is a special need to focus on:

- Building women's involvement into the electoral process.
- Training youth and women candidates on campaign strategies at all levels.
- Support advocacy aimed at liberalizing political party formation and participation.
- Advancing civil society based voter education programs.

3.3.6 *Increasing the Capacity to Manage Conflict*

Nigeria has witnessed myriad of conflicts since independence. The conflicts range from social, ethnic, religious and political and pose enormous challenges to sustainable

democracy. In all of these cases, women are the most affected. Ironically, women and girls are often neglected in the delivery of assistance and protection during conflict and post conflict reconstruction. Therefore, it is imperative to bring gender perspectives into the discourse of conflict and conflict resolution, especially as the 2003 elections near.

SUGGESTED ACTIVITIES

Promote conflict awareness training.

Targeted interventions of training for networks of women's groups and CBOs involved in conflict mitigation should be encouraged.

Link grassroots women's organizations for community mobilization and advocacy efforts.

Women groups should be brought together to provide community dispute resolution in areas of conflict.

Advance public awareness of women's potential roles in monitoring conflict in their community.

There is the need to build awareness and support for democracy and peace. Through advocacy, the media should be encouraged to support these initiatives. Interventions targeting specialized citizens groups, including women and youth, should advance peace education and community.

4. EMPOWERING WOMEN FOR EFFECTIVE PARTICIPATION IN THE POLITICAL PROCESS

Central to the problem of the inequity in gender roles is women's participation in decision-making in the political process. Despite the advances made by women in this sphere, politics and public life remain overwhelmingly a man's world. Since the return to civilian rule in 1979, there has been practically no improvement. Women remain a small minority at all levels of political representation. For example, after the 1999 elections, female representation in the Federal House of Representatives increased from four in 1979 to 13 (out of 360 members). In the Senate, there was an increase from none in 1979 to three in 1999 (out of 109). At the local government level, there are nine women among the current 774 LGA chairpersons as opposed to five women in 1979 (out of 301 LGA Chairpersons). In the 1999 elections, the 36 state houses of Assembly had twelve female members while the 19 state Houses of Assembly in 1979 had the same number of female candidates. Out of President Olusegun Obasanjo's cabinet in 1999-2000, 6 of 46 ministers were women; in 1979, only three out of 50 ministers were women. In Nigeria, there have only been two elected female deputy governors in 1992 and 1999 respectively. No woman has ever been a state governor. See Figure 1 and Table 1.1.

The numbers above reflect women's low participation and under-representation in the power structure of Nigeria. ***Unfortunately, it is evident that the trend of neglect of the gender question in the political power structure still persists and the 2003 elections do not hold much promise for women.*** Despite international interventions and local attempts to increase awareness of women's issues, such attempts have not translated to increased participation of women in political and decision-making structures in Nigeria.

The emerging trend from the political party primaries for the screening and nomination of aspirants that will contest the 2003 elections at the state and federal levels indicate an almost systematic elimination of female candidates from the race. The situation was not significantly better at the local government primaries where most women were also edged out of the race.

The emerging trend is also an indication of the persistence of patriarchal attitudes in society and the limited impact of efforts by NGOs, international agencies and government institutions to promote gender equality in Nigeria.

These attitudes underscore a nexus of mutually reinforcing obstacles to women's participation. Comparatively low levels of education, skills, economic resources and self esteem combine to put women in poor positions to assist themselves in the political arena and challenge cultural biases.

It therefore appears that the initiatives taken to date have essentially been cosmetic and devoid of real substance.

SUGGESTED ACTIVITIES

Increase public sensitization and awareness activities.

There is a need to build on the existing activities to sensitize the public on what gender is and is not- particularly that it is not a war between men and women, neither is it about creating a society for only women or one for only men. Working together to this end, activities should be addressed from the micro to the macro level, focusing in turn on the family (family decision-making), the community (community decision-making), and the wider society (the realm of politics and government).

Enhance training for and capacity of civil society.

It is important to target the striking role played by women in association life. These associations include NGOs, CBOs and other indigenous and religious associations. The capacity of these CSOs should be enhanced to enable them to articulate issues of concern to women and their communities. In the long run, this should contribute to shaping Nigeria's political future, particularly as it concerns women's issues.

Training activities along the CEDPA model targeting CSOs should cover topics such as mobilization, advocacy, gender and development, networking and coalition building, transparency and accountability, program development and management, and community-government relations.

Raise awareness of politicians and political party officials.

This activity should target politicians at the three tiers of government. The aim should be to sensitize the politicians on the need to treat women's issues as an integral part of the structural question in the Nigerian society, and to incorporate gender equality on an integrated political agenda. For instance, there is an urgent need for advocacy to address the following:

- (a) Systemic barriers in the electoral system and procedures, which limit women's ability to participate.
- (b) Political agenda and constituency needs imbalance.
- (c) Treatment of women and their issues as key concerns within the context of the wider party interests.
- (d) Encouragement of women and gender-supportive male politicians to champion women's issues as political alternatives.
- (e) Development of political campaigns around issues that have an appeal to women.

Continue advocacy and capacity building of women in politics.

As it is elsewhere in the world, women in Nigeria contribute to the GDP in often unacknowledged ways. For these and many reasons there is the urgent demand for an enabling environment for women's participation in politics. To this end activities should be targeted at women as:

- Party supporters and voters
- Politicians
- Elected/appointed representatives

In addition efforts should concentrate on:

- Increasing access to appropriate information on the political process, civic culture and ethics, democratic norms, the institutions of governance and politics, constituency building, feminization and true concern for gender equality. Continual awareness and sensitization on the need to capitalize on a women's agenda in order to enhance women's democratic experiences is imperative.
- Enhancing the personal skills of elected/appointed women to enable them to take on the added role of promoting the gender agenda. Often times, gender is not a priority for women in appointive and elective representation. With their

multiple identities, gender has to compete for relevance and often the gender game is played as a last resort when the women are faced with choices.

5. FINDINGS

5.1 Identification of the Critical Gender Based Constraints to Equitable Participation and Access of Men and Women to Programs and Services in SO5. (See Table 1.2)

Discriminatory cultural/religious prejudices and practices

The cultural and religious practices of many contemporary societies serve to subjugate women to men and undermine women's individual self-esteem. The overall impact of the negative cultural norms has been to engender low regard for women and place her at disadvantage vis-a-vis her male counterparts.

Attitudinal disposition

a. Opinion of traditional and religious leaders

Attitude is the mind and the mind is action. The way of thinking and the behavior of both men and women impact gender roles and classification. Men, as custodians of local customs and religious beliefs, tend to uphold traditional gender stereotypes and biases against women.

b. Men & Women

Many men and women do not understand the global advancement of women. Thus, there is still a lot of ignorance and misinformation in understanding women's issues. For many, such issues run contrary to traditional African norms and religious doctrines and are seen as foreign and constituting a war against men.

Resource scarcity/financial constraints

Studies indicate that women suffer poverty on a more widespread basis than men. As a result of expectations based on gender roles, their experience of poverty is different. This has prompted the term "feminization of poverty." The situation of poverty is a constraint making it difficult for Nigerian women to break the vicious cycle.

On the whole the economic plight of women has worsened greatly with:

- The adoption of the Structural Adjustment Program (SAP).
- Concentration of women in low-paying jobs as a result of limited education and stereotyping of certain jobs as suitable for women.
- Lack of access to critical factors of production.

Poor representation of women in governance and government institutions.

When we consider women's numerical presence at all levels of decisions-making, their overall educational and technical capacities, and history of widespread political activism, it is difficult to justify the present low level of representation by women.

BASIC SECURITY RELATED PROBLEMS

Nature of Gender based CSOs.

Gender based CSOs are too urbanized and they lack organic connections with rural areas. Additionally, their activities are donor driven and often times the CSOs have poor capacity for their activities.

Policy Inconsistency.

Efforts aimed at the economic and political empowerment of women have been characterized by policy inconsistency and discontinuity as successive governments/regimes have adopted different approaches and policies.

5.2 The Strategies and Approaches which USAID Can Use to Enhance Accessibility and Equitability of its Programs

Increased Advocacy as a means of influencing decision makers to adopt or change policies and democratic practices. Women organizations should be encouraged to concentrate their activities on:

- (i) Building and strengthening solidarity among women through information, education and sensitization activities.
- (ii) Seeking accountability from elected representatives on their commitment to gender concerns.
- (iii) Establishing databases on women capacity building.

Raising Skills

- (i) A thorough skills and expertise program should be instituted to build the strategic capacity of grassroots and community organizations, NGOs, women's groups, and opinion leaders to participate more effectively in civil society and hold public officials accountable.
- (ii) Women should be encouraged to acquire the skill of working together in groups to politically influence the administrative organs of government. NGOs should provide training programs on leadership, self-esteem, public speaking and self-assertion - also, political campaigning to assist women and girls to encourage them to take leadership positions. This is aimed to prepare women for participation in elective positions. In recognition of the fact that men have a role to play in bringing about gender equality and fostering women's participation in development, NGOs should target men in gender training programs.

Political parties should also be targeted to:

- (i) Examine party structures and procedures and remove all barriers that discriminate against the participation of women.
- (ii) Incorporate gender issues in the political agenda and ensure that women participate at the leadership level on equal footing with men.

Networking

Networks of institutions addressing gender issues and diverse cultural and regional requirements should be encouraged to:

- Sustain and reform political culture through workshops seminars, capacity building of NGOs and CBOs.
- Recommend policies and advocate for policy analysis through publications and workshops.

Sensitization Awareness Building

Public and political education and awareness building programs should be launched at all levels but particularly at the grassroots level to make all Nigerians and those involved in policy-making positions recognize that the democratic agenda must include efforts to improve the lot of women. Through systematic education and gender sensitization/awareness training of the public, changes in the general perceptions and attitudes regarding women's roles in politics and decision making should be made.

Advancement of Programs to build on grassroots experiences and promote participatory policy processes.

New Indicators for Assessment

There is the urgent need to:

- Build visible and measurable indices of success into funding strategies, and
- Identify new indicators that will facilitate the reliable assessment of USAID's programs.

Empowerment of Women

This has been globally recognized as the surest way of counteracting traditional practices that hinder women's participation. This involves:

- Strengthening the individual and collective capacity of women for action.
- Capacity building, consciousness raising, building self-esteem and mind development.
- Engendering access to and control of resources.
- Winning equality, autonomy and respect for women within the home.

Channels available for raising awareness about women's political rights include:

- Formal and informal education
- Political education
- NGOs
- Trade unions
- Media
- Business organizations

5.3 Assessment of Key GON Policies and Programs Relating to Gender and Identification of Opportunities for Collaboration between USAID and GON

a. *Constitution*

Primarily, it is the responsibility of the GON to create an enabling environment for gender equality. Creating such an environment would be meaningless if it is not expressed in concrete policies, programs and resources.

The 1999 Constitution, in line with the previous constitutions, has not integrated women's needs, concerns and human rights into its text (see sub-section: Gender, citizenship and indigeneity - chapter 1). There is a need for an inclusive constitution-making process that encourages women to participate, and allows them to shape the future of their country and their status within the future.

Gender equality activists continue to express serious reservations about the character and nature of the state in Nigeria, pointing to indications of systemic and structural exclusion embedded in its present framework. For instance, place of origin is given privilege over residency. With application of the federal character formula, rather than citizenship and capacity, women are marginalized (see chapters 1 and 4 for further discussion on the limitations of the federal character formula). Federal character negates the protection of gender concerns under section 42 of the 1999 Constitution, and this significantly minimizes women's participation and access to policy and decision-making. Similarly the emphasis in the Constitution on registration of political ascendancy puts further barriers before women who are denied meaningful participation within the existing political party system.

The ongoing debate on *Sharia* law is another area which has serious implications for women. While it is acknowledged that Nigeria is a multi-faith society and people have a right to evoke their religions and cultures without fear of discrimination, it is important that women participate in discussions as equals.

It must be stressed that from a gender perspective, there should be increased advocacy on the need to enact a truly people's constitution. Constitutional provisions should include:

- Compulsory implementations of the bringing platform on women's representation in executive positions.
 - Engendering public policies to reflect gender equality as well as accommodating the specific needs of women in relation to their reproductive rights.
 - Demystifying laws/legislation by increasing information and public enlightenment on rights.
 - Making the language of the Constitution less difficult and technical for people to understand.
 - Decreasing the high level of illiteracy in the country.
 - Increasing poor communication avenues.

b. ***Poverty Alleviation Program***

While much can be said of the Constitution as the supreme norm of the country, it is important to reflect on other aspects of the state, one of which is the state's ideological thrust with regard to the gender question. Whatever merits exist in the Poverty Alleviation Program, a lot more needs to be said and done if it is going to result in any significant change for the greatest number of people. The gap between policy-making, program development and implementation was clearly demonstrated in the ₦10 billion allocated in the 2000 budget

to poverty alleviation. It was unclear what percentage of this amount would go towards addressing the concerns of women, who constitute the majority of Nigeria's poor. According to unsubstantiated statistics from the Ministry of Women Affairs, 68% of the voters are women. While 60% of Nigerians live below the poverty level, 46% live in absolute poverty. Of this 46 per cent, 70 per cent are women. Using these as indicators it appears that if women are to make any reasonable impact on Nigeria's "military democracy," then there must be a focused and consistent effort for poverty alleviation measures to reach them. These efforts must go beyond a mere interventionist approach, to one that is sustained and institutionalized.

GON has put in place the National Poverty Alleviation Program and allocated 35% to be given to women as beneficiaries. However, women stand little chance of benefiting from the program because the figure remains grossly inadequate, and men have been appointed as coordinators of the program. However, there is a need to impact on government for an upward revision of the percentage of women beneficiaries of the Program since the eradication of poverty can only be effective if it starts at the family level.

c. *National Policy on Women*

The National Policy on Women adopted by the Obasanjo government is a significant means of redirecting public policies to promote gender equality and enhance complementary roles which women and men should play in development.

The policy thrust is equity, social order and social wellbeing. The overall goals and objectives of the policy include:

- Ensuring the elimination of all forms of discrimination against women.
- Ensuring that the principles and provisions as contained in the Nigerian Constitution are effectively enforced.
- Mainstreaming gender perspectives in all policies and programs based on a systematic gender analysis at all levels of government. There is however a need for advocacy to ensure that the laudable objectives contained in the National Policy inform social and legislative changes. Therefore, women's organizations should be engendered to engage with law and policy makers in the quest to transform some of the policy objectives into a more binding law.

OPPORTUNITIES FOR COLLABORATION

The Ministry of Women Affairs and Youth Development should be strengthened to facilitate liaisons with relevant ministries and agencies in Nigeria, which have the responsibility for women's programs. Further, through capacity building the women's programs of these ministries and agencies should be empowered.

5.4 Analysis of the Potential Impacts of the Mission's Proposed Strategic Approaches on the Relative Status of Men and Women in Nigeria

On the positive side, the Mission's proposed approaches should lead to:

- Increased participation of women in democracy and governance activities – and this is imperative to successful democratic training.

- Broadened understanding of critical issues of democratization and human rights values within the polity especially as it concerns women and gender issues.
- Increased number of networks established by women to address election processes, transparency and accountability, constitutional reform and conflict mitigation.
- A war on poverty whereby the impact of poverty on the life and status of women would be addressed and combated. Concerns about access to land, agricultural inputs, finance and job creation would also be addressed.

On the negative side, the Mission's proposed approach could lead to:

- Negative assumptions about the impact of the Mission agenda on traditional African norms and religious doctrines.
- Payment of lip-service to women's issues and women's activities being characterized by discussing propaganda.
- Policy change initiatives that emanate from the agenda as "foreign or anti-government" and susceptible to challenge.

6. RECOMMENDATIONS

Targeting Media

Build the capacity of local and national media to play a constructive role in public participation enhancement, conflict reduction and sustainable democracy through:

- Youth involvement – Importance should be attached to building awareness and promoting gender consciousness among Nigerian youth.
- Continued promotion of open and effective dialogue between CBOs and decision makers to positively impact legislative and policy outcomes through:
 - Coalition-building and lobbying efforts
 - Advancement of priority legislative causes
 - Capacity building of CBOs to assist decision makers in drafting legislation and policies

Promotion of a Gender Friendly Media

There is need for a gender friendly media to advance the cause of women. To this end, gender based NGOs are called to establish media outfits devoted to highlighting women's issues and portraying and publicizing women models of success for the benefits of the masses.

Coalition-Building

There should be continued facilitation of and provision of support to civil society coalitions at all levels of government through:

- Horizontal streamlining of women focused NGOs and CBOs in order to form a more effective women's movement which will mobilize, sensitize, and conscientize the populace for gender equality.
- The provision of technical and organizational training aimed at sustaining the existing and new coalitions.
- The provision of technical assistance on advocacy and mobilization to existing and new coalitions.

Such sustainable links with agenda objectives and actions drawn by a broad coalition of CSOs (particularly those focused on women) can pressure groups in empowering women.

The emergence of women's community-based organizations such as Country Women's Association of Nigeria, points to new forms of involvement by women in community affairs, driven by their specific interests, such as access to micro-credits. This is a promising new development, which over time, could lead to women promoting their rights more assertively at the community level.

Advocacy on the Constitution

Continue advocacy efforts for including gender-sensitive language and protection within the Constitution. Also, build the capacity of women's groups to mobilize around a "people-driven" gender-sensitive constitution reform process.

Increasing Participation of Women

Based on the significant events of the 2003 party primaries, Nigerian women are likely to remain underrepresented at all levels of government in the 2003 administration. USAID should address this by working with women's CBOs at all levels, but particularly at the grass roots level, to participate in decision-making processes that affect their lives and those of their communities. CEDPA's 100 Women's Groups Strategy is a useful mechanism to utilize.

Education and Awareness Raising Programs

These programs should be launched to help Nigerians recognize that the democratic agenda must include a special effort to improve the lot of women in civil society to protect women's rights. Also, girls' education and training, beginning from the home, should be encouraged to emphasize self assertion and self-confidence to enable and protect themselves against the dangerous and disarming antics of the male-folk.

Such education should be provided by the National Orientation Agency, among others, which would create reasonable public enlightenment programs in collaboration with the Ministry of Women Affairs at the federal and state Levels, NGOs, CBOs, the media and traditional rulers and institutions.

Advocacy on Cultural/Religious Practices

There is need for continued advocacy on:

- The importance of abolishing obnoxious cultural practices that offend civil liberties of persons (especially women) through acts of legislature that will enact laws and the judiciary who will interpret the laws correctly.
- The manipulation of religion and religious texts which have continued to militate against the involvement of women in political and civic affairs.

Advocacy on INEC

This should address the removal of all forms of encumbrances to women's participation in politics through INEC. INEC should be persuaded to discourage money politics and encourage financial limits as done in the West, persuading political parties to include women in their hierarchies as a pre-condition for registering and also insist on quotas for women in elective positions.

Advocacy on Affirmative Action

Women need to seek political channels to overcome their political marginalization. The NCWS as far back as 1986 has demanded a quota of about 30-40% of positions in cabinet and legislatures for women. This is a step in the right direction. Since political analysts have demonstrated that politics is a game of numbers, it is imperative that women should seek affirmative action to ensure that they form a critical mass that is necessary to influence decision making in governance.

Legislation has been used in some African countries such as Uganda and South Africa to boost the status of women and enforce gender equity in governance. In Uganda, an affirmative action policy has been embedded since 1995 in the Constitution. Article 32, paragraph 1 states, *"Notwithstanding anything in this constitution, the state shall take affirmative action in favor of groups marginalized on the basis of gender, age disability or any other reason created by history, tradition or custom, for the purpose of redressing imbalances which exist against them."* For example, in the implementation of affirmative action in Uganda, each district is expected to vote one woman to parliament. Women are also expected to compete on their own merit during elections. 40 women were brought to the parliament through affirmative action. Five other women came in through election so that they had 45 women in parliament. At the local government level an act was enacted in 1997 stipulating that at least 1/3 of the political leaders as well as executive members of the local government council should be women. Consequently, because of these enactments Ugandan women are now occupying important positions in all government institutions, parastatals and commissions.

A definite and immediate affirmative action program should be put in place and vigorously pursued in order to improve the position of women in decision making at all levels. In addition, efforts should be made through public education and awareness campaigns to bring the men and decision-makers at all levels to appreciate and respect the dignity of womanhood and the protection of children and youth as custodians of the future.

Promotion of Economic Growth and Development

USAID should work with the government and NGOs to create an enabling environment through the promotion of economic growth and development, the generation of employment, the provision of urban and rural infrastructure and the provision of social security so as to

improve income, raise the standard of living and strengthen the family. In particular, there should be support for small scale economic ventures through the provision of credit and other forms of support to reduce the level of poverty and economic hardship to the barest minimum.

Outreach Programs

Outreach programs using the media should be designed to convey advocacy messages, educate and influence the public, create awareness of critical democracy and human rights issues and mobilize communities around advocacy issues. The outreach should be conducted through the use of grassroots education, posters, cultural arts performances, Public Service Announcements (PSA's), town hall meetings, debates, radio drama series, and call-in-public affairs TV and radio broadcasts.

7. CONCLUSION

The struggle for democracy, which women undertake, is essentially a multi-layered task. It is a battle for democracy on several fronts: at the level of the state, the community/civil society, and the individual. In these instances women and men who are engaged in the struggle for gender equality have to do two things simultaneously.

- Convince the broader society why it is important for women to have a voice.
- Work to bring about democratic structures which support the needs of women.

This means that the processes of engendering democracy are long-term, slow and often exacting on adherents.

TABLES AND FIGURES

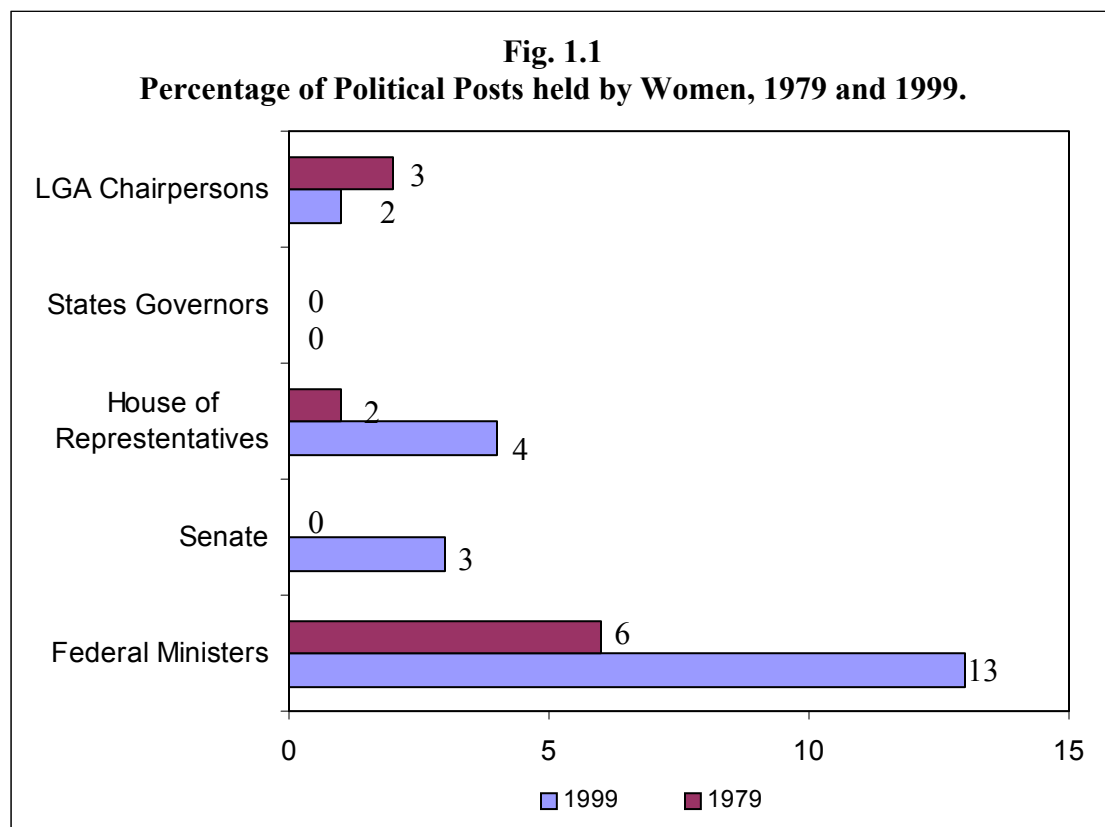


Table 1.1 Proportion of Women holding Political Posts, 1999

	Male	Female	Total	% female
Ministers/Special Advisers	35	9	44	20.5
Speakers	35	1	36	2.7
Governors	36	0	36	0.0
Deputy Governors	35	1	36	2.7
LGA Chairpersons	765	9	774	1.2
Councilors	8,667	143	8,810	1.6
State Assembly Members	978	12	990	1.2
Senators	106	3	109	2.8
House of Representative Members	347	13	360	3.6

Table1.2 Factors Militating Against Women’s Effective Participation in Politics

It is clear that the barriers to women’s political participation are more socio-cultural than legal, with implications of a psychological nature. These barriers include:

<i>Critical gender-based problems identified</i>	<i>Interventions</i>
i. Ignorance	Public enlightenment on gender and women’s issues
ii. Illiteracy	Increased girls’ and women’s access to education at all levels irrespective of their location and circumstances
iii. Poverty	Implement economic policy and planning through the Bottom – Top approach and creation of credit guarantee schemes for women, the aged and youths
iv. Poor or low self-esteem which makes women susceptible to the divide and rule strategy (along religious and ethnic lines) often employed by unpopular women leaders as well as men	Public enlightenment and advocacy on women’s rights; increased educational status of women
v. Lack of confidence in other women	Focus media attention on strategic issues concerning women, and the need to support each others’ achievement in public life rather than focusing on personalities and events; advocacy on women in high public office to see women through their primary constituency, engage in dialogue with political parties to promote internal party democracy and transparency
vi. Government’s policy of “tokenism” in appointments to political and decision making positions	Provision of gender disaggregated data for planning and appointment purposes; return to merit provision for Affirmative Action, institute an ensuing political environment/culture
vii. Violent and inconducive political environment (money politics, intimidation, and violence)	Liberalize political party formation and participation
viii. Cultural stereotypes/ religious barriers	Advocacy on all cultural and religious practices that offend civil liberties of persons; implement general civic education in schools and at all levels on obnoxious cultural/religious practices; sensitization of traditional and religious leaders to encourage women to participate.

ix. Harmful traditional practices	Public enlightenment, sensitization and advocacy on eliminating those harmful traditional practices
x. Violence	Promotion of dialogue among communities prone to conflicts; advocacy on ethnic integration, encouragement of peace
xi. Unstated percentage for female representation in public office	Return to merit, provision for Affirmative Action
xii. Inadequate information in gender/women's gender based	All channels of mass communication to be utilized to publicize Gender/Women's activities and issues
xiii. Inadequacies of the Constitution	Enactment of a truly people's constitution

SO 12 : SUSTAINABLE AGRICULTURE AND DIVERSIFIED ECONOMIC GROWTH

(Prepared by Alice L. Morton, March, 2003)

As is noted in the Concept Paper, building on experience and success of the past three years, USAID/Nigeria will continue in the areas of economic reform and rural growth. Analysis and experience have shown that three key areas contribute to the degraded state of Nigeria's rural economy: 1) poor performance in the agriculture sector, 2) inadequate financial services supporting private-sector expansion, and 3) a poor environment for private-sector growth. Therefore, the main elements of the SO, and its results framework will target these three major constraints.

Most of the effort under this element of the SO "will be directed towards increasing sustainable agricultural productivity to both improve food security and contribute to economic growth. The major focus will be on 1) production and productivity; 2) commercialization and 3) environmental sustainability". Support to commercialization will focus on improving domestic and export market opportunities, adding value to agricultural products and decreasing post-harvest losses" Further, efforts will be made to leverage investments in agribusiness activities by identifying key market opportunities and building private-public alliances. Key elements may include cocoa and other tree crops, aquaculture and livestock product marketing.

Following on a two-year analytic and piloting process, the Mission now seeks to increase access of the private sector to critical financial services

The Government's more recent poverty analysis process has been primarily confined to the preparation of the Interim Poverty Reduction Strategic Plan. Despite USAID's support of technical assistance and training to the GON to ensure that this strategic planning process would be based on representative stakeholder involvement, it does not appear that gender considerations were particularly taken into account in the resulting document.¹⁴

These general views...do not necessarily translate into attitudes toward economic reform.¹⁵

The methodology allows dis-aggregation of the survey data by region and by sex). Thus, when Lagos with 10% of the nation's population, is considered as a separate region, level's of satisfaction with the country's present economic condition appear to rise the further north one goes, although they are also relatively high in the South West and the South South. Nearly the same trend may be observed for satisfaction with government's policy to reduce its role in the economy, although here Lagos along with the North, South West and South East are more satisfied than the South South. Again, there is greater acceptance for enduring hardships for the economy to improve in Lagos, the South West, the North West and the North East and Middle Belt, while those in the South East, South South, South West and Middle Belt appear most favorable toward a market economy. Those least favorable those sampled in the North West. The report notes that the areas of least satisfaction are those with relatively higher levels of urbanization and a larger concentration of manufacturing activities, suggesting those segments of the public "that have been especially affected by economic decline and instability in recent years" (2001, p. 66).

¹⁴ *The Regional Assessment Study on the Gender Perspective in the CCA/UNDAF and PRSP*, funded by UNICEF, UNFPA, UNDP, and ILO and WFP, reviewed these processes throughout West Africa, and Nigeria was one of five case studies. Part IV of the report deals with the guidelines for taking the gender dimension into account in the preparation of CCA/UNDAF and PRSP strategies and programmes. This section focuses on the importance of the leadership role that should be played if stakeholders are to contribute effectively to the process. It explains what is entailed in the objectives, strategies, priority areas and monitoring and evaluation issues. The overall findings were:
« Gender issues seemed to be a recurrent concern for each of the exercises (CCA, UNDAF and PRSP).

“The gender issue is only addressed in some sections or chapters of the documents studied, and never as a cross-cutting approach. [Italics ours] “The various documents clearly show that the gender issue is addressed as a women's issue, especially from the poverty standpoint. There is no analysis to identify the social mechanisms of poverty, since gender relations are responsible for these mechanisms. As mentioned above, the indicators are disaggregated by gender and presented as facts. However, they have not been used to attempt an analysis of the gender relations that determine or explain them.”

¹⁵ These data were dis-aggregated by sex, but the report only presents differences between men and women surveyed if they appear significant (Dr. Peter Lewis, personal communication).

We shall discuss the implications for a gendered approach to economic policy and economic reform below. First, we will turn to the related questions of agricultural revival and increased agricultural production and marketing.

Before further summarizing the rural and agricultural situation in Nigeria, especially in those zones and/or states where USAID is now, and/or intends to be, funding activities and scaling up those already tested, it is useful to review the key elements of IFAD's points about how to address rural poverty in a gendered manner. Though the citation is long, it fits very appositely into the engendering of the USAID's Sustainable Agriculture sub-objective as well as the Financial Intermediation sub-objective (see below).

"• *Land reform must be put on the development agenda --* Most of the rural poor depend on farm income, yet usually control little farmland. 'New-wave' land reform – or the redistribution of land through decentralized, market-based means – is a cost-effective strategy to reduce poverty through creating small family farms. It also helps hired farmworkers, as small farms employ more people per hectare than large farms.

- ***particular groups – especially women – merit special attention.*** Redressing the disadvantages of women, ethnic minorities, hill people, and semi-arid residents helps the efficient use of anti-poverty resources.

Bias against women remains a persistent problem that harms all the poor. Poor rural women and girls need to be targeted by policies, as they constitute the majority of the rural poor whose poverty is often reinforced through cultural and/or legal obstacles. The gaps between male and female access to assets, education, and influence within decision-making institutions are inefficient obstacles to economic growth and human development. These gaps are greater in rural areas, and greatest for the rural poor. When women are empowered to make decisions concerning household resources, especially within the context of higher incomes, there are many subsequent benefits in child nutrition, health and education.

"Increased access to assets and technology by the rural poor is effective, efficient, and equitable. The rural poor often lack access to physical assets, especially land, and human assets such as health, education and nutrition. People without assets tend to be poor because they rely mainly on selling their labor in poorly paid markets; they have nothing to sell or mortgage in hard times, and are economically dependent and politically weak. Lack of human assets stops children from learning, compels parents to send them to work, and perpetuates

poverty. Furthermore, a lack of access to technology creates obstacles for the poor to utilize their assets efficiently such that they can compete within the marketplace.

"Access to assets and technology is effective in bringing quick relief from poverty. Assets empower the rural poor by increasing their incomes, their reserves against shocks, and the choices they have to escape from harsh conditions – their 'exit options.' Assets most help rural poverty reduction when they are divisible into small low-cost units. Technology access can alleviate poverty through increasing agricultural output and other income sources. Key to this process is the development of "pro-poor" technologies. Pro-poor technologies can be adopted easily at relatively low cost and risk. They also increase production and efficiency, use labor-intensive means, and contribute to the economic stability of poor households.

"Improving the assets and technologies of the rural poor promotes efficiency by stimulating higher productivity and economic growth. Access to different types of assets is beneficial as they strongly reinforce one another. The poor gain more from some improvement in health, nutrition and education than from a lot of one and none of the others"
(www.ifad.org)

In 2001, continuing its effort to understand and monitor changes in the attitudes of Nigerians toward democratic governance and macroeconomic reform, USAID/Nigeria¹⁶, funded a second survey on attitudes of a sample of 2,900 Nigerians—50% women and 50% men. The baseline survey had been carried out in 2000, with a sample of 3,603. The sample is described as nationally representative and The results of the second survey were published in December 2001. Among the many interesting findings are the following: that while a majority of those surveyed are willing to give democracy a chance, despite their lowered expectations, this same majority are not as convinced about the value of market-oriented economic reforms. The report notes that the relationship of values concerning democracy and market economics are ordered in a particular way. "Free-marketeers are democrats, but democrats are not necessarily free-marketeers....among those who prefer a market economy above any alternative, 89 per cent also choose a democratic system of government. Yet, for those who value democratic government, a much lower proportion favors a market economy.[D]emocratic preferences are more widespread among Nigerians than market values, and it is evident that many people who support the regime of democracy consider a state-see a mixture of private sector and public sector economy to be an appropriate choice."

Once again, IFAD has useful comments to make regarding improving markets and available of information, so that the poor—women and men—can seize opportunities.

¹⁶ through the Afro Barometer network, Management Systems International, Inc., and Research and Marketing Systems (RMS), a Nigerian research firm. USAID/Nigeria AFRO Barometer, DOWN TO EARTH: Changes in Attitudes Toward Democracy and Markets in Nigeria (MSI).

"The development of markets for the poor alleviates poverty in the long term. At a time when globalization promises great benefits, the well-being of the poor is threatened because their ability to seize opportunities in the market faces severe obstacles. These obstacles can be overcome through:

- *Investments in the countryside that facilitate access by the rural poor to assets, skills, infrastructure and institutions.* In the absence of seed money from the private sector to spawn agricultural and rural development, investments to create wealth and alleviate poverty in developing countries have increasingly relied on foreign aid. As these investments in agriculture have decreased overall by two-thirds between 1987-1998, markets for most of the goods produced by the rural poor are largely underdeveloped.

Trade liberalization for the goods produced by the poor. Global markets can help the rural poor. Yet, most of the goods they produce face international trade barriers that must be lifted if the poor are to be able to market their goods globally as businesspeople: smallholder farmers, fisherman, herdsman, traders, and artisans alike. With the development of rural markets and trade liberalization, the non-staple sector – which produces cash crops, other food crops, and non-farm commodities – will

- become an increasingly important source of income for the rural poor.

"Influence by the rural poor within and over institutions making decisions affecting their lives. Typically, the poor have little control over their lives and the institutions that shape them. Institutions mediate the access of the poor to assets, technology, markets, and the rules that determine whether the poor benefit from such access. Participation in institutions allows the poor a voice, and gives them the power to discover and determine means to improve their own lives, in public affairs and the market. Decentralized institutional systems often favor the poor in terms of their control over natural resources, access to financial services, and ability to develop linkages with NGOs and the private sector. This promotes the empowerment of the poor, and improves the cost-effectiveness of a range of actions, from developing new seed varieties, to micro-finance, to rural schools and public works programs".
(www.ifad.org)

This element of participation is crucial, and cannot for long be simulated through funding to and "oversight" by ministries of local government, corrupt local elected councils, and the

like, both of which are present in Nigeria and, to a certain extent, are in competition with CSOs and with traditional influentials, leadership and institutions (i.e., chiefs, village headmen, ward headmen, etc.), State Emirs, Caliphs, Royal Wives, female chiefs, and religious leaders at all levels. As is noted in the main report, these statuses can overlap, and often do, which does not necessarily help foster genuine rural participation. Rather, it is more likely to reinforce habits of hijacking benefits that are supposedly being directed through such high-status and elected officials and influentials to the poor majority, including poor women.

S07: IMPROVED SOCIAL SECTOR DELIVERY: EDUCATION AND HEALTH

Prepared by Bola Udegbe ,February, 2003)

Introduction:

In conducting a gender analysis of the proposed activities and programs under the SO7 USAID Country Strategic Plan, the aim is primarily to take into consideration gender relations and how it impacts on equitable access to education and health services by males and females in Nigeria. In order to maximise the potential impact of the proposed programs, it is important to ensure that no group of individuals is inadvertently or otherwise disadvantaged due to his or her gender. The broad goal therefore is to achieve gender equity in the participation and access of Nigerian men and women to programs and services. By examining different sex and gender roles and the institutional structures that reinforce inequity, gender analysis of the proposed Country Strategic Plan (CSP) will address the potential effects of gender relations on the program outcomes and the relative status of women.

Highlights of the Transitional Strategy and Proposed Country Strategic Plan 2004-9

Since the commencement of the Fourth Republic, the Transitional Strategy (TS) on education and health were separate SOs (3 and 4). The main objective of the education sector programs was to strengthen Nigeria's ability to lay the foundation for education reform. The programs under SO3 aimed at

- **Improving literacy and numeracy skills (of teachers and pupils)**
- **Mobilizing community-based participation in developing priorities for education**
- **Providing policy support, and**
- **Supporting youth workforce development**

The health sector focused on the promotion and use of health and family planning services. The program areas covered included:

- **Reproductive Health (RH)/Family Planning (FP): increase in contraceptive protection**
- **Child Survival (CS): Polio Eradication Initiative, National Committee on Food and Nutrition, Nutrition Policy/Plan of action**
- **Roll Back Malaria**

The proposed CSP aims to build upon the current transitional strategy using a more streamlined and integrated approach, with emphasis on sustainable development. Furthermore the concept paper proposes an integration of RH/FP, CS and education programs under one strategic objective (SO7). The three main areas of SO7 under the CSP are:

4. **Demand for Services (Increase in knowledge and skills in communities):** This would involve raising awareness, increasing demand and training in advocacy skills.
5. Increasing access to Quality Service by training health care providers and teachers, increasing supply and access, program repositioning and improving school quality.
6. Improving government support for social policies by improving policy development and implementation and teacher training curriculum reforms.

This report assesses issues of gender equity in the TS in order to make practical and realistic assessment of the activities under the CSP. The activity involved discussions with SO team members, IPs, NGOs, donor agencies, academics and review of literature (see list of contacts and bibliography).

Gender-based constraints to equitable participation.

Gender differences are reflected in impact of health and education sector activities impact on males and females in Nigeria. Tables 1 and 2 are examples of some indicators which reflect disparity between males and females in the education and health sectors. As literacy rates, enrolment and attendance ratios make abundantly clear females are at a disadvantage in educational access, especially in the north. Furthermore, Table 2 shows that women are disadvantaged in terms of FP services, particularly those who are uneducated, young and live in rural communities in Northern Nigeria.

Table 1: Some indicators which have implications for gender equitable access to and participation in education services

<i>Selected indicators:</i>	<i>Male</i> (%)	<i>Female</i> (%)
Literacy rates in Nigeria	58	41
Literacy rates in Southwest Nigeria (SW)	74	55
Literacy rates in Southeast Nigeria (SE)	74	60
Literacy rates in Northwest Nigeria (NW)	40	22
Literacy rates in Northeast Nigeria (NE)	42	21
Primary school gross enrolment ratio	84	77
Primary school net attendance ratio	57	53
Primary school net attendance ratio (SW)	82	81
Primary school net attendance ratio (SE)	81	78
Primary school net attendance ratio (NW)	32	24
Primary school net attendance ratio (NE)	41	37
Primary school net attendance (urban)	74	70
Primary school net attendance (rural)	52	47

Source: MICS 1999 (FOS/UNICEF, 2000)

Table 2: Some indicators which have implications for gender equitable participation and access to FP services

<i>Selected indicators:</i>		<i>Male</i>	<i>Female</i>
	(%)	(%)	
Knowledge of contraceptive methods		83.4	64.4
Knowledge of contraceptive methods (SW)		93.8	87.2
Knowledge of contraceptive methods (SE)		93.4	81.6
Knowledge of contraceptive methods (NW)		72.0	42.2
Knowledge of contraceptive methods (NE)		61.4	35.4
Median age at first intercourse	20.3		17.8
Current use of contraceptive methods (married people)		31.8	15.3
Current use of contraceptive methods (uneducated)		12.0	6.0
Current use of contraceptive methods (primary school educ)			38.2
19.9			
Current use of contraceptive methods (urban)			39.3
23.4			
Current use of contraceptive methods (rural)		28.9	12.0
Contact of female non-users with FP providers	-		89.9

Source: NDHS 1999 (National Population Council, 2000)

What are the impediments to equitable participation and access to educational and health services? Interviews and literature review revealed several factors at the household, community and institutional levels which serve as constraints to gender equitable participation (see Table 4). These factors relate to areas in which USAID currently operates and to some extent reflect contextualized experiences. For the education sector, at the household level, the major negative factor relates to attitudes about the relative worth of educating girls as opposed to boys and attitudes to women generally. These in turn cause biases in school enrolment, attendance, retention, early marriage, child labour (mostly with girls hawking), ignorance/misperceptions and illiteracy which tend to perpetuate the status quo. At the community level, there is low involvement of women as teachers or as community representatives in developing agenda for education, especially in rural the North. This is because the entry points to several communities are male dominated, there are more male teachers in public schools, the school/class environment is not sufficiently gender sensitive. Table 3 summarizes some of these pertinent characteristics as reflected in the observation of four schools in Kano that were visited during the field trip undertaken in the course of this assessment:

Table 3: Some pertinent characteristics of four schools visited in Kano

Schools Visited					
<i>Type of school</i>	<i>1st</i>	<i>public 2nd</i>	<i>public 3rd</i>	<i>public 4th</i>	<i>Quar'anic</i>
<i>Location</i>	<i>rural</i>	<i>rural</i>	<i>rural</i>	<i>rural</i>	<i>rural</i>
Male/Female number in IRI class		54/13	48/11	9/1	
Male/Female ratio in IRI class		4:1	4:1	9:1	More
males	1:2				
# Male/Female teachers in the school		14/1	14/2	3/0	More
males					
Gender of master teacher		Male	Male	Male	Male
No of girls in primary six		2	3	1	-

For the health sectors, socio-cultural impediments grounded in negative attitude towards women serve as a key factor. Consequently, early or forced marriage, early initiation to sex, rape, power relations between teenage wife and older spouse, poverty, illiteracy and ignorance place women at double disadvantage for access health services. Furthermore, family/societal disapproval, community gate-keeping by males, and misperceptions about gender roles and responsibilities in relation to health matters serve as constraints.

At the institutional level (public and private) access to education and health services is gendered because of unavailability of gender disaggregated data, diffusion of responsibility arising from duplication of efforts and inadequate dissemination and collaboration among stakeholders. From interviews it was observed that many organizations are aware of gender mainstreaming of activities, there is little demonstration of understanding of the essence of the process. Consequently, there is little sensitivity to gender constraints to equitable services delivery and responsiveness to bring about positive changes.

In general, the above discussion shows that in order to address the gender-based constraints relevant to the education and health sectors, the following category of people should be focused upon to maximize the potential of the programs for both men and women:

- Female teachers
- Women's organizations, mothers teachers association (in situations where men and women are not encouraged to hold joint meetings with men), as
- Community pressure groups to develop community educational/health agendas

- Rural women, illiterate women, young (teenage) women, women in northern states (by most indicators, these women have been and continue to be disadvantaged in terms to services)
- Urban, southern males
- Program implementing organizations

Table 8 summarizes the gender constraints

Gender-based constraints	SO	Regi on	Rural /urban	Biased against		Effects
				F	M	
1. Gender bias in school enrolment,	E	N	R, U	X		Less number of females to benefit from services
2. Gender bias in school attendance	E	N	R, U	X		Less number of females to benefit
3. Gender differential in retention	E	N	R, U	X		Less number of females to benefit
4. Preference for Qur'anic, Islamiyyah or less formal school arrangement	E	N	R, U	X		Less number of females to benefit from services
5. Child Labour	E	NS	R, U	X		Less number of females to benefit
6. More male teachers in public schools	E	N	R, U	X		Absence of female role models
7. More male master teachers	E	N	R, U	X		Fewer female role models, gender insensitivity in classroom
8. Insufficient qualified female teachers	E	N	R, U	X		Less number of females to benefit; gender insensitive school environment; reduced participation of females in increasing demand for girls education.
9. Low involvement of women in community initiatives and agenda development	E	N	R, U	X		Inhibit women's (community's) support for increased demand for girls' education
10. Poor physical/environmental conditions of the school	E	NS	R, U	X		Environment perceived to be less safe for girls particularly in the north
11. Disabling Environment – not sufficiently gender sensitive, friendly, or youth friendly	E, H	NS	R, U	X		Less motivation for increased GER, NER and retention rates for girls
12. Poverty	E, H	NS	R, U	X		Opportunity costs for girls education or seeking health service is higher
13. Illiteracy	E, H	NS	R, U	X	X	Demand for education (particularly for girls and health services is low; lower CS rates
14. Some interventions reinforce the status of women (e.g., vocational skills training)	E	NS	R, U	X		Unequal opportunities and choices for males and females; females are exposed to lower paying occupations
15. Entry points in many communities are usually gendered	E H	NS	R, U	X		Participation is higher among men in the north and women in the south
16. Accessing women is problematic	E H	N	R, U	X		Participation is lower among women
17. Perceived contradictions with religious doctrines and cultural norms	E H	NS	R, U	X		Participation is higher among men in the north and women in the south
18. Misperceptions about gender roles and responsibilities	E H	NS	R, U	X		Participation is higher among men in the north and women in the south
19. Forced sex	H	NS	R, U	X		Unpreparedness for FP services
20. Family/societal disapproval	H	NS	R, U	X		Demand for services is low
21. Early marriage/ Forced marriage	E H	NS	R, U	X		Unpreparedness for FP services; ignorance is high; exercise of reproductive rights is low; lower CS rates
22. Ignorance/incorrect information	H	NS	R, U	X		Low demand for services
23. Missed opportunity to motivate non-users	H	NS	R, U	X		Low demand for services
24. Relevant implementing organizations not sufficiently sensitive to the gender implications of activities	E H	NS	R, U	X		Concerns of the most vulnerable groups are not sufficiently addressed
25. Inadequate/unavailability of reliable gender disaggregated reports or data	E H	NS	R, U	X		Concerns of the most vulnerable groups are not sufficiently addressed
26. Alcoholism	H	S	R, U	X		Sexual abuse of women is higher
27. Diffusion of responsibility among the three tiers of government and among different sectors within each tier	E H	NS	R, U	X		Functions are fragmented; Lack of shared direction, up to date policies, strategies, and coordination
28. Poor dissemination of existing strategies and plan of action (including standards of practice)	E H	NS	R, U	X	X	No coordinated efforts to address the concerns of the most vulnerable groups

E (Education) H (Health) N (North) S (South) U (Urban) R (Rural)

Potential Impacts of Proposed Strategic Approaches on the relative Status of men and women in Nigeria.

Available literature has shown that (Interactive Radio Instruction (IRI) has the potential to improve educational quality and access for girls because it addresses obstacles to female participation. It is expected that literacy and numeracy scores of students in the targeted schools will improve. Consequently, more children will have access to quality education. However, there is a potential for significant gender disparity in favour of boys (particularly in the rural North) in terms of students reached and absence of female role models.

12. Overall, through training of master teachers, teacher training and competence in literacy and numeracy would be improved in targeted states. This presents increased opportunity for pre-service training for primary school teachers and pupils' access to quality education in the targeted states. However, significant influence in the relative status of female teachers in terms of capacity building in the targeted Northern schools may not be achieved.
13. Poverty level is high in Nigeria and education creates increased opportunities and choices for success. Data shows that the percentage of dropouts is higher for girls than boys. Consequently, equipping candidates, particularly young girls (who constitute a majority in vocational skills training in Kano and Lagos), with life skills in HIV/AIDs and conflict resolution education empowers them and reduces their vulnerability.
14. In addition to providing young males and females with a new lease of life after dropping out of school, the formal and structured vocational training improves their levels of functional literacy and numeracy skills, thus increasing the scope for further skills development.
15. In the skills training program for out-of-school youths, although acquisition of skills in traditional female-oriented trades may seem directly marketable, they reinforce subordinate roles of women and keep them in low paying jobs.
16. The Community Participation approach incorporated into the programs has the potential to increase community level participation, develop a sense of ownership and build capacity to influence desired positive changes in education and health agendas consistent with the needs of the community. However, unless deliberate efforts are made to involve females, gender-biased and unrealistic agendas will result from male-dominated community groups mostly in Northern rural areas. No doubt, gender biased agendas would not adequately take care of the needs of every group in the community and would not effectively build on the strengths of the neglected group (women).
17. Current strategies tend to benefit educated males and females who make use of community-based private and public health facilities, particularly in urban areas. It is expected that with this group, current strategies will increase awareness, demand for and access to services.
18. Low levels of awareness and demand is characteristic of illiterate, poor rural, teenage women who have little access to media and health facilities. Although, women in seclusion, rural or poor women who are not likely to be exposed to clinic-based facility have the potential of being reached by traditional birth

- attendants, a concerted effort should be made to impact more on these groups of vulnerable women.
19. Women and men in the targeted areas are able to have increased access to FP/RH and CS services. Furthermore supply of FP services would improve such that more women and men can obtain their desired FP method.
 20. Increasing male involvement especially in the south, has the potential to increase spousal cooperation particularly if men and women are targeted as couples.
 21. Equipped with knowledge of opportunities and choices available to them, women (particularly literate urban women) are empowered to exercise their rights and make decisions that will impinge positively on their health and those of their children. The potential impact will be maximised if several groups of seemingly difficult groups such as women's religious groups and representatives of young females are targeted.

Recommendations: strategies/approaches to enhance participation and access

The relevant strategies and approaches USAID/Nigeria can use to enhance the accessibility and equitability of its programs to men and women are being suggested within the framework of the proposed CSP largely for budgetary considerations.

Education

19. Activities aimed at increasing access to quality services in schools should include
 - Training of female primary school teachers to build capacity in effective teaching of numeracy and literacy skills, particularly in the northern sites. This can be achieved through increased involvement of female teachers in masters training for IRI and supporting pre-service training in Women teachers colleges.
 - Pre-service and in-service training programs should incorporate training in gender sensitivity in order to encourage female school retention and help schools better achieve their curriculum objective.
 - Periodical review of the scripts and materials (script analysis) to ensure that they are not gender-biased in terms of language, images of work and family life etc.
20. In the new programme framework, activities to demand for services should incorporate
 - Increased involvement of women (as parents, community facilitators and teachers) in community education agenda development and advocacy.
 - Publicity campaigns to increase female enrolment, retention and completion especially in public schools in Northern Nigeria. Previous TS strategies may be enhanced by actively involving female community facilitators, female teachers, women-based CBOs and religious institutions.

- Activities to enable youths undergoing skills acquisition training to transcend the barriers of low-paying traditional female-dominated jobs.
21. Social sector policy support activities will benefit both men and women if governmental efforts to mainstream gender into education policies are provided with technical support and capacity building of gender desk officers in various sectors.
 22. Support improved policy and curriculum reforms in pre-service and in-service training and link between primary and tertiary institutions.
 23. Promote national literacy program/campaign.

Health

24. NDHS 1999 report shows that 15% of women used any method of contraceptives. Also, while the level of missed opportunity to motivate non-users was high, 90% did not have any contact with FP providers. Therefore activities under the CSP should continue to target women through community-based organizations (CBOs) and health providers. Attempts to increase demand for FP/RH and CS services through improvement in knowledge and skills should also target
 - Women (and their children) in seclusion, rural, poor and illiterate women particularly in the north.
 - Sexually active adolescents in urban centres
 - Religious institutions (through building partnerships and advocacy). The NDHS survey shows that only 2.3% of male and female respondents indicated that they were neither Christians nor Muslims. Islam and the Catholic church have strong influences in the north and southeast respectively. For example, a respondent at the catholic secretariat noted thus “We pride ourselves on the fact that we have grassroots’ presence in terms of our structures in every corner in this country”. Some IPs under the current transitional programmes have made inroads into religious institutions and clinics. Increased involvement of women and men through religious-based groups and support of leaders, can clear misconceptions about contradictions with religion and women and men’s religiously prescribed roles. It also has the potential of enhancing spousal communications.
25. There are several organizations (public and private) with overlapping interests working in similar communities and with similar CBOs. The effect is a tendency to recycle the same community members through for several programs to the disadvantage of others. Efforts should be made to strengthen public/private collaboration in drawing up agendas to cover the concerns of different community groups. Through regular and open communication and cooperative planning, such

collaboration would be mutually reinforcing and should leverage on other donor activities rather than duplicate efforts and resources. This calls for a multi-sectorial and multi-agency approach to maximize the benefits of USAID programs and activities.

26. Leverage on men's high involvement in reproductive health in the north and low levels of utilization of reproductive health services in the south by increasing male involvement in promoting support for women's reproductive rights and utilisation of health services by women.
27. Strengthen IPs, NGOs, government and communities to be accountable in terms of being able to provide gender disaggregated report and impact assessment . This would enable them create gender sensitive management systems and effectively mainstream gender into the programmes. (This is applicable to both SOs).

Governmental policies and programs and opportunities for collaboration between USAID and GON

Governmental policies and programs that are geared towards improving gender equity in education include:

- National Policy on Education (1981, 1985, 1998)
- Achievement of universal primary education which was later extended in 1999 to achievement of universal access to basic education (UBE) (up to junior secondary education) ; Basic Education For All
- The 1992 National Program of Action on Survival, Protection and Development of the Nigerian Child (NPA) aimed to achieve 100% enrolment and completion rate in primary education. Furthermore, it aims to reduce illiteracy rate among adult females from an estimated 61% to 30.5% by year 2000
- The National policy on Women (2000)

Activities and programs to provide education for disadvantaged females and males include:

- Marketplace workshops for drop-outs
- Meeting of all inter-ministerial sectors on women's issues
- Girls' education movement
- Nomadic education
- Mass literacy Programmes

In the health sector, policies and activities include

- National Food and Nutrition Policy (1995)
- National Program of action on Food and Nutrition
- National Population Policy for Development, Unity, Progress and Self Reliance (1988)
- Breastfeeding Policy (1994)
- National Policy on Women (2000)
- Supporting child rights through the National Council of Child Rights Advocates of Nigeria

- Female Functional Literacy for Health
- National Program on Immunization
- National Adolescent Health Policy (1995)
- Maternal and Child Health Policy (1994)
- National Health Policy and Strategy (1998)
- Draft National Policy on Children (2002)

From discussions with various stakeholders, it was observed that more effective and concrete collaboration between the GON and USAID is necessary and desirable for a more effective impact of programs. Yet such collaboration seem problematic. As one of the interviewees observed:

“Who will drive the process of collaboration between IPs and the government? IPs try to collaborate but it is difficult. The collaboration is just on paper.”

Areas of collaboration between USAID and government of Nigeria should include

- **Strengthening of information-sharing and collaboration in service delivery between government and NGOs**
- **Strengthening of interagency gender desk officers to mainstream gender into policies and programs, monitor implementation and evaluation.**
- **Strengthen government to be accountable by providing technical support for sustained gender disaggregated data collection, management and efficient use for policy reforms and intervention.**

Gender issues that have the greatest impact on Nigeria’s economic development

Interviews conducted during the course of this assessment and literature emphasize the significance of improved access to strategic resources as the greatest gender issue that has the potential for significant economic and human development. Despite some level of success achieved by some NGOs and Community Partners of Health in reaching target groups, there are obstacles to achieving intended results because of constraints in providing assistance for income generation. A CPH group observed:

“We are concerned about income generating activities. How do we train our women /youths to empower them economically? ”

No doubt, an integrated and streamlined approach proposed in the CSP for 2004-2009 has the potential to engender sustainable development if it focuses on increasing access to strategic resources in terms of education, skills (income) and decision-making. Women being the most disadvantaged. This stresses the potential multiplier effects of education and associated economic empowerment for the socio-economic development of Nigeria. If viewed from a whole systems’ perspective, the interrelation of education with environmental, economic, political and socio-cultural issues become clearer and justifies a more holistic approach to project planning. Therefore, future programs should create links between the SOs not only to avoid duplication but to strengthen program outcomes from the planning stage.

Annex 6

SO4: INCREASED USE OF FAMILY PLANNING/MATERNAL AND CHILD HEALTH/CHILD SURVIVAL/ SEXUALLY TRANSMITTED INFECTIONS/ HIV/AIDS SERVICES AND PREVENTIVES MEASURES WITHIN A SUPPORTIVE ENVIRONMENT

Prepared by Eddy G  n  c   (February 2003)

Introduction

1. The USAID Response to the HIV/AIDS Epidemic in Nigeria

Nigeria's health indicators are among the worst in West Africa. Nigeria is also the country with the highest burden of HIV/AIDS in the region. In an extremely short period, almost 10 years, the prevalence rates estimated at 1.8% in 1992 have progressed rapidly to about 5.8% and from high risk groups to the general population. Information gathered in various reports and from official statistics indicate a large consensus amongst stakeholders about the severity of the infection. The POLICY Project, in collaboration with the Federal Ministry of Health (FMOH), estimates that 3.5 million adults are currently living with HIV. In 2001, Nigeria was ranked third by UNAIDS, after South Africa and Ethiopia, of nations in Africa with the largest number of HIV infected people.

The mode of HIV transmission is predominantly heterosexual and mother-to-child, although transmission from blood transfusion also appears to be high. According to the POLICY Project, a combination of many forces is driving this epidemic, including, fear, stigma, multi-partnering, gender inequity, religious and cultural practices, ignorance, and poverty. All these factors create an environment conducive to risky behaviors affecting overall health indicators in all regions and states of Nigeria.

The USAID Mission is sensitive to the enormous challenges of HIV/AIDS issues facing Nigeria. To date, USAID is one of the single largest partners and donors in supporting HIV and Sexually Transmitted Infections (STI) interventions in Nigeria. During the interval, USAID spent over US\$100,000 on HIV/AIDS and STI activities with additional input through other programs managed by Centers for Disease Control (CDC) and the Academy for Educational Development (AED).

Since 1999, following the commitment of the new, popularly elected, civilian government, , USAID/Nigeria created Strategic Objective SO4, to assist Nigeria in its transition to economic, social and political stability. SO4 links reproductive health, maternal and child health, sexually transmitted infections, and HIV/AIDS interventions. SO4 is defined as follows:

SO4: Increased use of family planning/maternal and child health/ Child survival / sexually transmitted infections/ HIV/AIDS services and preventives measures within a supportive environment.

In 2002, recognizing the signs of increasing government and civil society concerns about the epidemic, especially among faith-based organizations and the business community, the Mission expressed its willingness to earmark funds for on a new expanded HIV/AIDS control program.

Five main policy decisions appear in the new Concept Strategic Framework for the period 2004-2009:

- Creating a new separate Strategic Objective for HIV/AIDS, linking HIV/AIDS with tuberculosis; Pulmonary Tuberculosis (PTB) is one the most frequent opportunistic infections among AIDS patients.
- Targeting high risk prevalence groups (sex workers, transport workers, People Living With HIV/AIDS-- PLWHA).
- Focusing on regions/states with the greatest needs and potential impact.
- Building the capacity of NGOs and CBOs (community-based organizations) with greater capability to develop and implement effective HIV/AIDS programs.
- Under its programmatic objectives: increasing knowledge and behavior change vis-à-vis HIV and increasing access to quality services. Improving government support for HIV/AIDS policy remains the cornerstone of activities to achieve the efforts to stabilize the AIDS epidemic.

2. CHALLENGES AHEAD

As is the case in many other developing countries facing the AIDS epidemic, the true magnitude of the epidemic in Nigeria is unknown. This is due to the weakness of the health surveillance system, a lack of reporting, and the effect of hidden cases. Consequently, sentinel survey data and projections are used from a modeling package to project a trend of the epidemic over time.

In 1991, the FMOH conducted the first sentinel sero-prevalence survey in Nigeria. In this survey, and the subsequent ones conducted in 1993, 1999, and 2001, the populations selected to estimate HIV sero-prevalence were pregnant women attending antenatal clinics (ANCs), patients with sexually transmitted infections (STIs), patients with TB, and female sex workers (FSWs). These surveys show an increase in HIV infection in Nigeria: from 1.8 percent in 1991 to 3.8 percent in 1995, to 5.4 percent in 1999, and 5.8 percent in 2001.

Regional and States Variations of HIV Prevalence Rates

Prevalence rates vary from one geopolitical region to another. Large variations were observed among the “hot spot” states: Eboni (9.3%), Lagos (6.7%), Kaduna (11.6%), Benue (16.8%), Taraba (5.5%), and Akwa Ibon (12.5%).

Variations of HIV Prevalence Rates by Age and Sex

The HIV survey of 1999 also demonstrated that the greatest impact of HIV was on young age cohorts; the prevalence rate among youth (20-24) from the Southeast to the Southwest were 8.4 percent to 4.3 percent respectively. While in the state of Eboni rates over 10 percent were found. Females apparently are more vulnerable than males.

As recognized by many experts, the spread of HIV/AIDS has been greatly influenced by socio-economic and structural factors including poverty, urban migration, unemployment, gender inequity and factors outside the control of the individual. In Nigeria, as in the majority of West African countries, there are many factors that contribute to the increasing rate of HIV prevalence, such as poverty, gender disempowerment, social and financial inequality, STIs, social and religious norms, and political and social change (e.g., labor migration and ignorance). These factors not only increase the risk of contracting of HIV, TB, and STIs by increasing vulnerability of the individual, but also affect the demand for prevention services and adoption of preventives measures.

According to the 1999 National Demographic Health Survey (NDHS), the median age at first marriage was 17.9 years (ranging from 14.6 years in the Northwest to 20.2 years in the Southwest). The NDHS survey reported 8.3% of males 15-19 have had sex by the age of 15 and 16.2% of girls in the same age group also had sex by the age of 15..

From documentation as well as interviews with health providers and health managers, data clearly indicate that women, especially girls, are the ones that suffer the burden of the HIV/AIDS epidemic and its consequences. However, women and girls have the least amount of access to services that could prevent them from being infected or from being stigmatized.

The poor reproductive health status of adolescent Nigerians is due to a lack of awareness and knowledge of relevant issues among young people, limited access to services and credible sources of information.

With respect to both reproductive health and HIV/AIDS, a large number of cultural and religious practices are widely present in Nigeria's population, and seem to be the strongest driving force of the HIV/AIDS epidemic among females.

Table I is a mapping of gender problems, their impact on males and/or females, and their effect on reproductive health and HIV/AIDS.

Table 1

CRITICAL GENDER- BASED PROBLEMS BY AREAS AND EFFECTS

<i>Critical gender-based problems identified</i>	<i>Areas</i>	<i>To whom it is harmful?</i>		<i>Effects</i>
		Male	Female	

<i>Reproductive Health, HIV/AIDS related</i>				
1. Early and forced marriage	N			Teenage pregnancy, psycho-organic disorders
2. Widowhood rights and inheritance rights	S		X	Disempowerment of women, making women vulnerable economically and at risk for being infected by HIV
3. Permission from sexual partner to use contraceptives	N,S		X	Same as above
4. Female genital mutilation (FGM)	S		X	Disempowerment of women, violation of women's human rights
5. Intolerance, denial towards men having sex with men (MSM)	N,S	X	X	MSM's do not have access to health services and this increases the vulnerability of women to being infected in bisexual relationship
6. Male circumcision	N	X		Measures protective for men against HIV/AIDS and STIs
7. Decision-making to negotiate safe sex	N,S		X	Women are unable to protect themselves against HIV/AIDS, STIs and unwanted pregnancies.
8. Domestic sexual violence	S			Women are stigmatized, increased risk for STIs and HIV
9. Being blamed if raped or sexually abused	S		X	Same as above
10. Double standard on having multiple sex partners	N,S		X	Women and their offspring at risk for being infected by STIs and HIV
11. Spouses hospitality	N,S		X	Increases risk of women to being infected by HIV & STIs, decreases self esteem of women
12. Woman in Purdah	N		X	Deprivation, women having no access to services
13. Female prostitution permissible	S		X	Spreading HIV and STI amongst the general population

Source: E. G  n  c   & Gender assessment team, Feb.2003

From interviews conducted with stakeholders and donors, twenty-nine gender-based problems were identified and thirteen of these affect the well-being of women and girls and create conditions that expose them widely to HIV/AIDS, STIs and TB. Gender inequity affects the reproductive health and HIV/AIDS programming in many ways:

- In some places, especially in the North, early and forced child marriage is very common resulting in high mortality, genital fistula and risks of HIV and STIs;
- The male child is preferred to the female child resulting in de-investment in women;
- Widowhood rites and inheritance rights lead to disempowerment of women, increasing their risk;
- Permission from sexual partner to use contraceptives;
- Decision-making to negotiate safe sex is not a right for women;

- Domestic sexual violence such as rape and sexual exploitation is widely prevalent;
- Being stigmatized or blamed if raped or sexually abused women keep silent and look for care;
- Double standard on having multiple sex partners acceptable for men and not for women;
- Chastity before marriage is recommended for females and not for males;
- *Sharia* law which implies physical violence to men suspected of adultery; and
- Spouses' hospitality (regional practices) may encourage men exposing their wife to HIV infection and STIs.

In addition to these issues, sexual exploitation, especially of young girls, is widespread in schools and the workplace. By the age of 16, the majority of young girls live in dormitories while attending secondary school, away from the supervision of their parents and exposed to solicitation by older men.

According to the *National Study of Sexual Exploitation of Children* conducted in 2001 by the Federal Ministry of Women's Affairs and Youth Development, two out of five secondary school children (**girls??**) interviewed admitted to at least one pregnancy. Over 900,000 births to adolescents occur every year. Approximately 150 out of 1,000 women who give birth in Nigeria are 19 years old or younger. So the danger is extremely high for the girl child to have an unwanted pregnancy as to be infected by HIV/AIDS and STI

Tony Barnett and Alan Whiteside, in *AIDS in the Twenty-first Century*, report that, based on a study in Nigeria (EDET 1997), a woman may end up having three sex partners at the same time to make her way through University: her teacher (to ensure good marks); a 'sugar daddy' to pay her fees and living expenses; and her boyfriend.

Women also experience unequal social roles and vulnerability compared to men. The ratio of male to female, which is by now one to one (1:1), demonstrates the way in which gender inequity affects the incidence rates of HIV, STIs and TB among women. Therefore, correcting gender imbalances is a MUST if we want to control the coming wave of the AIDS epidemic in Nigeria; it will depend upon improving women's social and economic status as well as increasing men's responsibility.

7. Activities of Implementing Partners (IP) Under SO4

Under SO4, USAID/Nigeria's HIV/AIDS program is being implemented by eight different US-based development PVOs and for-profits. The size and the characteristics of their programs cover a large spectrum of activities from prevention, care and support to capacity building to distribution of commodities.

Family Health International (FHI)/IMPACT

For the period 1999-2001, IMPACT received the largest funding from the Mission, over \$12 million for HIV/AIDS. FHI's activities, targeting four states in Nigeria, provide a comprehensive program including BCC, VCT program, OVC, behavioral surveillance surveys, STI treatment, and capacity building. High risk populations, specifically sex

workers, long distance drivers, military personnel, and in and out of school youths are targeted for prevention activities and behavior change. FHI/IMPACT is also involved in limited care and support programs for orphans and PLWHAs.

BASICS II

BASICS II is working on child survival (CS), including routine immunization, nutrition and malaria. Through a community-based approach called CAPA (Catchments Areas for Planning Action), BASICS II is involved in strengthening community members' awareness of childhood illnesses and creating demand for services. BASICS II has also built the capacity of primary health clinics to respond to increased demand for services. Currently, BASICS II is working in three states: Southeast, Southwest and the North. Twenty-two local governments (LGA) are being targeted for interventions and almost 157 CAPAs are functional. In the South, the male/female ratio is about 6:4 while in the North, it is predominantly male.

CEDPA/Nigeria and Africare

CEDPA's integrated health program for about \$1.8 million addresses issues of reproductive health, family planning, HIV/AIDS and women's empowerment through a community-based approach and capacity building at the grass roots level. It also focuses on facilitating Democracy and Governance (D/G) programs to empower women.

The two pronged family planning/reproductive health services and D/G approach seems to work well according to Dr. Nneeka, a senior advisor at CEDPA; there appears to be synergy between the two.

CEDPA has also been engaged in implementing D/G projects by building the capacity of civil society, specifically women in development and the political processes that affect their lives. In this process, CEDPA operates through partner organizations and grassroots CBOs working on reproductive health. CEDPA is also providing support on micro- credit management, social mobilization and community empowerment. A new program named "PACE" is underway to support greater advancement of women's participation in the political process. This organization has built up a wealth of experience in this field. These lessons learned could be a valuable resource. It is hoped that the Mission will continue to support and scale- up their best practices.

Johns Hopkins University/Center for Communications Programs (JHU/CPP)

JHU/CPP, in collaboration with the Nigerian Youth Empowerment Foundation and a network of youth serving organizations in Lagos, has developed a communication intervention through a Hotline referral system for youth and young adults. The hotline provides information, confidential counseling and testing, and related reproductive health issues. The project also enhances the capacity of youth organizations in communication skills.

This project is very promising; it could be a perfect channel to target the hard-to-reach groups such as the PLWHAs, MSMs, drug users and women victims of sexual abuse. It provides an avenue to learn and discuss "hot issues", but the coverage of the program is

low compared to the population targeted. A similar experience, the “Blue Line” developed by the Foundation Promoters Objective Zero-AIDS in Haiti receives over 1,000 calls a month. This hotline has been in operation since May 1998. There is room for exchange experiences between the two organizations.

Futures Group International/The POLICY Project

The POLICY Project, a \$2.2 million activity for 2001-2002, is being implemented by the Futures Group International. Its aim is to work primarily at developing a supportive policy environment for HIV/AIDS programs that facilitate the national response to the epidemic. This program has been successfully building a very large momentum by creating awareness and changing attitudes amongst stakeholders.

AIDSMARK

The AIDS Social Marketing Project received \$4.5 million for 1999-2001. Working in collaboration with local partners, PSI/SFH uses a behavior change communication model to create national demand for condoms and other HIV/AIDS and reproductive health services. This intervention is jointly funded by the British Department for International Development (DFID) and USAID. It is an interesting community-based model aimed at reaching high risk and non-core groups.

CDC and AED have recently started their interventions. Their activities cover a wide scope domain which includes: training of providers, peer education, and building-up the capacity of health facilities and workplaces.

MAJOR FINDINGS

8. In the past two years (2000-2002) a large momentum and spectrum of activities have been implemented under the USAID funded program for addressing the HIV crisis in Nigeria. SO4's major achievements include a successful social marketing program with a 105 million condoms sold in FY 2001; development of the Catholic Church's national Policy; an awareness campaign reaching 3 million people; increasing the capacity of 60 local NGOs; and provision of ongoing care and support for PLWHAs. The HIV/AIDS EMERGENCY Action Plan (HEAP) framework has clearly been a catalyst in that momentum. Although HEAP has its own limitations as a short-term emergency plan with good intentions, there remains a need for the country to go through a systematic process of designing a national strategic plan. Such a process would provide a good opportunity to check and balance the gender roles affecting the HIV/AIDS epidemic.
9. Data from various Nigerian behavioral surveys and studies have shown an increasing level of awareness of AIDS in almost all groups, but still the

level of knowledge and risk perception is quite low and not sufficient to create a supportive critical mass conducive to the adoption of safer behavior. There are also numerous beliefs, inaccuracies and myths that could be counter-productive to the IEC efforts. In addition, denial, stigma and discrimination, which are very strong in parts of the country, pose additional challenges for the IEC strategy. Another observation drawn from interviews indicates as much as IP as much you have IEC strategy. NACA is aware of this issue and a working group has been set up.

10. Data collected from various sentinel surveys indicate an increasing HIV prevalence rate among women and youth. This trend of the epidemic, named feminization and juvenization, calls for more attention from health planners because women and youth represent large segments of the total population of Nigeria. Yet in Nigeria, gender issues and traditional values place women, especially girls, in a more vulnerable situation. Targeted interventions for youth and women need to be gender –sensitive so that they can respond to the range of gender problems faced by girls and women.
11. Targeting high risk prevalence groups, especially sex workers and their clients, is an appropriate and rational intervention. Commercial sex work is very commonplace in Nigeria, occurring in brothels, residential areas and on the streets. It is prevalent in all cities, especially at junction towns where the long distance truck drivers stop overnight. Although the actual number of prostitutes is unknown, the stakeholders in Nigeria who were consulted believe that it is increasing because of the difficulties females face in finding ways to earn a livelihood. The majority of them practice non-safe sex (over 50 %) and risk perception is low in spite of high risk sexual activities.

There seems to have been a substantial amount of lessons learned from female sex workers. On June 6, 2002 organizations with programs in this area of health work shared information. The organizations that participated in the workshop were: NACAA, USAID, DFID, FHI, PSI/SFH, ActionAID, LATH, LifeLINK, SWANN, MSF, and WHED. Again the opportunity is at hand to draw a comprehensive behavior change strategy that could scale-up in the new expanded USAID program.

In our interviews with stakeholders, two other groups from the larger population were identified as eligible for inclusion in the next program cycle: men having sex with men-for which no actual data are available-and intravenous drug users.

12. Stigma and discrimination are very strong issues in Nigeria; as strong as religious and/or moral beliefs. People with HIV/AIDS are often thought to be responsible for having contracted HIV/AIDS because of a moral fault

and/or sexual promiscuity. A 2001 study, conducted by the Centre for the Rights to Health (CRH) in collaboration with the POLICY project, shows that the majority of HIV infected individuals learned of their HIV status during an illness or in the course. In essence, they did not benefit from pre-counseling and post counseling or support that would help them cope with the disease. Two main advocacy groups lead the fight for “breaking the silence” and greater participation of PLWHAs: the Nigeria AIDS Alliances which has 300 registered members and the Women and Children for Hope which is more focused on empowering women living with AIDS.

13. Blood supply safety in the context of the AIDS epidemic in many countries is the first line of prevention measure against transmission of HIV. During the 1990s, the Government of Nigeria put a lot effort into overcoming this problem but lack of political will from the past military rule as well as lack of resources, stopped the momentum. Nigeria, and now the focus on the major prevention overshadow the efforts to assist the Ministry of Health to increase its capacity to provide safe blood supply to the Nigerian people. Blood screening is barely done and the health system continues to use paid blood donors. Women and children are the two most vulnerable groups who receive blood transfusion. For the sake of protecting them against HIV, there is room for updating information, policy development, and capacity-building. World Bank Assistance could provide funding for this component.
14. PTB is the most frequent opportunistic infection occurring among HIV patients. FMOH reported that one third (35%) of PTB patients seen during a survey at country level were HIV positive. Comparable rates of HIV infection among male and female PTB patients were reported. Also, available data from the same survey indicate a large proportion of STI patients are also infected with HIV. Nation-wide, HIV testing is not performed for TB patients. The consultant had no information about the existence of guidelines for HIV TB co-infection care management or the wide application of DOTS in primary health care facilities system in Nigeria.

Recommendations:

Assuming the political climate remains stable during the coming elections and given the willingness of the Mission to expand their HIV program to targeting and focusing on high prevalence groups, increased use of preventive measures, the vulnerability of women and young girls for getting infected by HIV, it will be necessary for the Mission to consider correcting gender imbalances which are strongly disadvantaging women and girls.

19. ***Make women and girls the center of HIV/AIDS interventions and men as supporters.*** Increasing men’s awareness and responsibility regarding the consequences of gender inequities for both sexes and consideration for men to

invest in their own health related to TB, STI and HIV. Tuberculosis is an airborne disease and curable could be transmitted between both, STI is asymptomatic among women and HIV.

20. ***Strategize the VCT approach to reach both men and women.*** VCT strategy could be an open avenue to get both men and women to be part of prevention measures for their offspring and themselves. Creating incentives for both female and male partners to access counseling support and prevention information.
21. ***Increase women's empowerment.*** Increase the economic and human rights of women through linkage of D/G with reproductive health and micro credit programs. This model, which is being implemented by CEDPA, seems very promising in improving the demand for reproductive health services among women and men.
22. ***Are there traditional gender practices where women have comparative advantages compared to men?*** Conduct research studies on gender issues in traditional practices where women have comparative advantages. Explore the channels (to whom, where) and best ways to reinforce and build up women's capacity to promote and change their social status. CIDA is willing to collaborate in such ventures
23. ***Extensive training on gender issues at all level.*** Training the network and NGOs/CBOs in gender-based interventions. This type of training also needs to be extended to senior level officials at both public and private institutions.
24. ***Reaching MSMs as a potential and underground high risks groups.*** Advocate for wider tolerance of MSM. Reaching MSMs should be considered in the new program. More information needs to be collected and analyzed, and peer training and outreach interventions can be developed with the objective of reaching sexually active men.
25. ***National services for Youth.*** Youth national services is a good way to reach the youth, especially in a situation where they are more vulnerable to acquiring HIV/AIDS and STIs. UNICEF has already started by securing hours for sensitizing youth on HIV/AIDS and sexuality. Given the opportunity and the huge demand for national services from the Ministry of Education, IPs will have to look for collaboration to include gender training in these services. Engenderhealth, SMF, CEDPA and ACTION AID are working along these lines. More collaboration and mechanisms to look at specificities of the regional context are needed.
26. ***Improve sexual communication and negotiation skills for boys and girls.*** Continuing to create a supportive environment to improve sexual communications and negotiation skills among girls and boys in school and out of school is an effective way to decrease their vulnerability to contracting HIV. Regional

variations between the North and the Southern regions are among the challenges that the new program will face.

27. *TB/HIV Linkages*

Linkages between PTB and HIV have increasing cost implications that need to be considered. In such linkages, one needs to look at all aspects of strengthening for effective HIV/TB and STI interventions, including:.

- Improving existing TB services so that both women and men have better access to these services;
- Designing TB control activities within HIV services and upgrading laboratories;
- Establishing HIV services in TB clinics;
- Developing protocols for treating HIV related TB as others OI. Implications for using best practices (DOTS-HAART) requires anti-retroviral drugs; and
- Training for personnel on equipment and protocols at all levels.

